CANADIAN ASSOCIATION OF UNIVERSITY TEACHERS
ASSOCIATION CANADIENNE DES PROFESSEURS D'UNIVERSITÉ

CAUT ACPU

# bulletin

Special edition 1982

# Our universities in crisis

## Week of Concern • March 24-31

**by Donald C. Savage**

*But what is the moral? That we sit on the ground and tell sad stories of the death of kings...?*
Lord Robbins, *The Debates of the House of Lords,* December 11, 1963.

In this special issue of the *CAUT Bulletin,* provincial organizations across Canada were asked to describe the effects of underfunding in their province. Across the country in the past 20 years, provincial spending on universities as a percentage of provincial budgets has almost everywhere followed the same pattern — an increase in the first ten years followed by steady decrease until the percentage in most provinces is at the same level as in 1960. Federal support in percentage terms (see following article) through the fiscal arrangements with the provinces has increased although the recent budget will mean a decline in the ability of many provinces to meet financial obligations, including those to the universities. Federal research funding suffered a long decline through the 1970's and is only now beginning to hold its own in terms of inflation.

University science, engineering and medical departments are less and less able to secure the type of equipment needed for research on the frontiers of knowledge. A recent Ontario report suggested the need for $25 million a year for research equipment updating — over and above regular operating grants. Buildings, particularly at older universities, are being allowed to fall into disrepair, hastening the day when they will have to be replaced as a consequence of violations of the local building codes.

Libraries are becoming progressively less able to support either research or teaching. Canadian university libraries as now financed do not compare favourably with those of the United States. Only two (Toronto and U.B.C.) rank in the top 20. Queen's University, for example, ranked 82nd, below such American universities as the University of Colorado and the University of Nebraska and just ahead of the University of New Mexico. Alberta, with all its oil wealth, was 35th, McGill 45th, Western Ontario 69th, and McMaster 91st.

Support for teaching and research, whether secretarial assistance, xeroxing, films and slides, or lab assistants is harder and harder to secure. Those who transfer to university teaching from the private sector or from government and who perhaps thought they were securing a sinecure invariably remark to me about the low level of support for professional people in the universities. It seems to them absurd to pay someone a professional salary and then ensure that they cannot do their work efficiently and productively.

Some of this might be bearable if Canadian academics were paid the high salary that current myth assigns to them. But this is not so. If one looks at lifetime earnings, academic salaries are similar to many other callings in the community such as school teachers and carpenters. This is not to devalue the work of these professions, merely to point out that the notion of the highly paid professor is simply false. Furthermore, it is getting harder and harder to recruit new blood into the community, partly because there are so few jobs and, where there are jobs, the starting salaries are so low that it is difficult to recruit the best. It is, in fact, in many cases more attractive to work for the Post Office, than to become an assistant professor.

We also see an attack on what should be one of the enduring political decisions of the sixties, that universities should not be simply the finishing school for the children of the rich but should be open to all those with the talent to come. It is true that this vision has never been fully realized. We still fail to reach a significant number of the children of the working class or of our native population. We have not been particularly successful in screening intellectually capable students from those who are not, and competition between the universities as a consequence of student related budget formulae has no doubt exacerbated this. But the recent OECD report on Canadian education written entirely by non-Canadians, pointed out that, without much fanfare and with little political debate, Canada undertook a revolution in its universities, transforming them by educating far larger numbers of students than in the past and at the same time raising the standards of its teaching staff.

I grow tired of hearing unhistorical nostalgia for the period of the thirties, forties or fifties. We should remember that in this period Canadian universities, supposedly dedicated to excellence unlike those of today, expressly discriminated against Jewish and Japanese Canadian students and covertly ensured that women would be effectively excluded from many parts of the system. How does this square with excellence? Departments were small, autocratic, overworked, underpaid and frequently unable to participate in international-level research. Should we go back to those happy days? Universities of all places should not succcumb to fables about the past. We should build on what we have and not spend our time on false lamentations for what never was.

Finally we must be concerned about another great advance of the last twenty years, namely the creation of a dynamic and internationally respected research component in our universities. Clearly there were individual researchers of high repute in earlier times, but they frequently, like Lord Rutherford, passed on to other countries precisely because Canada did not provide the infrastructure needed for continuous high level scientific research. In the last thirty years, despite many difficulties, we have transformed our research capacity in all parts of the university. It is important for us to defend this advance although we must realize that one part of defence is continuous review by peers of our research endeavours.

Is there a way out? There is but I fear that it lacks glamour and will require hard work and dedication. We all know that there are no easy answers.

First, we must create the structures so that we can explain the university system

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### Week of National Concern

CAUT, the provincial and local faculty associations have declared the week of March 24th to 31st as a week of national concern on the underfunding of universities and the decline of quality education. Faculty associations across the country will be participating in local, provincial and national events. CAUT will be organizing a press conference developing a position paper and orchestrating a mass lobby on parliament hill on March 24 and 25th. CAUT has received assistance in this from the Canadian Federation of Biological Societies, the Social Science Federation of Canada, and the Canadian Federation for the Humanities. Events are being planned at the provincial and local level in all provinces. You will receive information locally from your faculty association about these events. We hope that everyone will participate.

### International Symposium

CAUT is hosting a meeting on April 1st and 2nd in Toronto of representatives from the faculty associations and unions of Canada, the United States, Britain, Australia and France to discuss the current crisis in the universities and the road back. The meeting will be covered in the *CAUT Bulletin* and the background papers will be made available to our member faculty associations.

# CAUT Bulletin

ISSN 0007-7887

**Editor: Helen Baxter**

**Advertising and Circulation: Liza Duhaime**

Published by the Canadian Association of University Teachers, 75 Albert Street, Suite 1001, Ottawa, Ontario, K1P 5E7 (613) 237-6885

**Executive Secretary: Donald C. Savage**



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Average total distribution: 26,000.

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**Mechanical requisements:** Type page 9-7/8" x 13", trim size 11-1/2" x 14-1/2", basic column width — 15 picas.

The CAUT Bulletin is published seven times during the academic year: September 1, October 1, December 1, February 1, April 1, May 1, June 1.

Closing dates for receipt of advertising: 25 working days prior to publication date.

No cancellations will be accepted after closing date.

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Subscriptions: $13.00 per year. Out of Canada: $17.00 per year.

Advertisements which state a final date for submission of applications for a post that is less than thirty (30) days after the date of publication cannot be accepted.

Printers: Performance Printing, Smiths Falls.


# Le Bulletin de l'ACPU


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**Secrétaire général: Donald C. Savage**



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Tous les articles signés expriment les vues de l'auteur.

Les Enoncés de principes et les Directives de l'ACPU sont présentés comme tels.


Diffusion totale moyenne: 26,000.

Publié par l'Association canadienne des professeurs d'université, 75 rue Albert, pièce 1001, Ottawa, Ontario K1P 5E7.

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**Exigences mécaniques:** page de composition — 9-7/8 po. x 13 po., page du Bulletin — 11-1/2 po. x 14-1/2 po., largeur de base des colonnes — 15 picas

Le Bulletin de l'ACPU paraît sept fois au cours de l'année scolaire: 1er septembre, 1er octobre, 1er décembre, 1er février, 1er avril, 1er mai, 1er juin.

Délai de réception des annonces: 25 jours ouvrables au moins avant la date de publication. Il ne sera pas accepté d'annulations après la date limite.

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Imprimeur: Performance Printing, Smiths Falls.


## Crisis . . . p. 1

and defend it where necessary in the public arena. Everyone will agree but who will do it? Faculty, student and support staff must have strong local, provincial and national organizations so that this job can be done on a continuous basis. Historical memory in Canada is virtually non-existent. This means that the faculty must explain the university, why it is important, and what it does over and over again to legislators, reporters and editors, and the media. The cast of characters is always changing and must continually be educated and re-educated. No one will do it for us, much as we might think they should. We can only do it if we maintain well-financed and sound faculty associations and provincial and national structures. Already CAUT and some of the provincial associations have done a great deal in lobbying. But what of the media? So much more could be done on TV and the radio. More could be done with the local press. But it only works if there is someone there to do it day in and day out. The one-shot vituperative letter to the editor is not the solution.

In my view CAUT and each provincial association should have an annual media campaign, designed and thought out in advance and integrated with other organizations. Why don't we try to organize programs on TV and radio or explain what we are doing? Recently the faculty at the University of Hawaii bought a spot for three months on a popular radio programme to explain what the faculty members actually did. We could exchange the best programs across the country. We could and should do a lot more.

Furthermore, we do not have to sit in silence when we are pushed around. We should be in a position to answer any critic, whether national, provincial or local. It was very instructive to see the Liberal M.P. for Ottawa Centre, John Evans, be made to squirm by the Carleton community when he chose to make some anti-professorial remarks to the students.

We should also choose our university presidents with an eye to those who are articulate, intellectually sound, and political enough to participate in the public realm effectively. It is a shame that we have no university president in anglophone Canada who makes the public case for the university in the manner of the current President of Yale University, A. Bartlett Giamatti.

Secondly, we must lobby more effectively. At the moment the CAUT and some of the provincial organizations have developed increasingly successful political contacts and mass lobbying techniques. But lobbying at the national or provincial level requires local organization and support. It is not something which can be done simply by paid administrators. It must engage the enthusiasm and the time of the faculty. One of the virtues of lobbying is that it sometimes works, even in the short run. The battle over research funds is a good example of this. We converted the Conservatives and appear to have converted the Liberals to a particular level of funding. I have no doubt that there will be backsliding which must be resisted but the change is striking and significant. We must now do this for all areas of university funding.

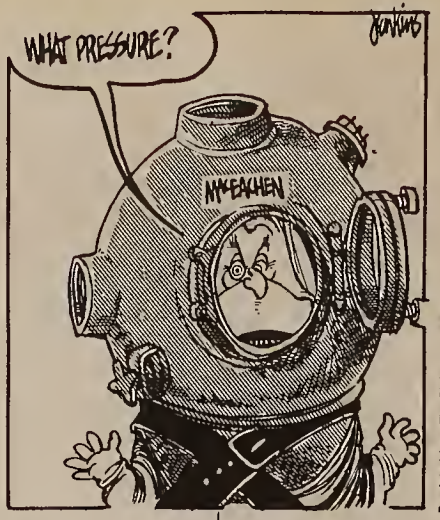
We must also develop new techniques of lobbying. Dave Barrett, former Premier of British Columbia, spoke to our Western Regional meeting this year. He suggested that delegations and briefs were fine but participation in the political process itself was likely to produce more results. By that he meant that university professors should involve themselves as active members of the political party of their choice and work with their faculty associations to ensure that the local candidate supported a position favourable to the university. The local faculty association should be represented at every nomination meeting and ensure that the hard questions are put to the candidates. They should be at the press conferences and the community meetings for the same purpose. As Mr. Barrett pointed out, we are one of the few groups in society who do not seem inclined to fight politically for what we think is right. Everyone else does. It is not surprising that we are sometimes left at the post. The same should be true at the provincial and national level. But it will not be so unless there is an effective local base.

Thirdly and fioally, paper tigers do not wio wars. Politicians know full well (or if they do not know, they soon find out) whether any organization which approaches them has any effective life or not. Does it really represent the members and fight for their rights and beliefs in the context of the local university? Does it have good organization, sound finances, and an ability to say no with some chance of success to the local university administration? Does it project a sense of knowing what it wants and how to get it?

I pointed out in my annual report the remarkable transformation in New Brunswick where a decade ago Mr. Hatfield dismissed the faculty associations and CAUT as paper tigers but today finds it expedient to attend their national and local meetings and confer with them on the strategy for federal/provincial financing of universities. What made the difference? The faculty associations now exercise real political power in their own universities and by extension in their communities. They exercise power because they chose to do so. They are tired of being pushed around and determined to affect their own destinies. Without that fundamental local decision, most of the work at the provincial and national level will be like tinkling brass.

If we are discouraged, we should reread Richard Hofstadter's, *Anti-Intellectualism in American Life*. Events have been sent to try us many times in the history of North American universities. Yet Hofstadter ends his book both with realistic fear and a fundamental belief:

> One of the major virtues of liberal society in the past was that it made possible such a variety of styles of intellectual life — one can find men notable for being passionate and rebellious, others for being elegant and sumptuous, or spare and astringent, clever and complex, patient and wise, and some equipped mainly to observe and endure. What matters is the openness and generosity needed to comprehend the varieties of excellence that could be found even in a single and rather parochial society. Dogmatic, apocalyptic predictions about the collapse of liberal culture or the disappearance of high culture may be right or wrong; but one thing about them seems certain: they are more likely to instill self-pity and despair than the will to resist or the confidence to make the most of one's creative energies. It is possible, of course, that under modern conditions the avenues of choice are being closed, and that the culture of the future will be dominated by single-minded men of one persuasion or another. It is possible; but in so far as the weight of one's will is thrown onto the scales of history, one lives in the belief that it is not to be so.




Reprinted from The Globe and Mail

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# Universities and the federal government

by Donald C. Savage and Richard Bellaire

University education has always had a somewhat ambiguous role in the Canadian federation. On the one hand, from confederation in 1867 until the Second World War, the federal government gave various *ad hoc* grants for post-secondary education, while, on the other hand, constitutional expertise favored the view that education, including post-secondary education, was the exclusive responsibility of the provinces. It does not appear that the fathers of confederation really foresaw university education as other than a private responsibility with an occasional helping hand from government for specific projects, and they included no specific references to the universities in the clauses of the British North America Act dividing powers between the two levels of government, although they specified that education should be an exclusive provincial responsibility.

The Second World War forced Canada to reconsider its fiscal arrangements in order to finance the war effort. For the duration of the war all provinces surrendered to the federal government their rights to impose personal income tax and direct taxes on corporations. The end of the war thus posed a serious constitutional problem for the federal government since the pressure of the electorate was forcing the government to a more activist stance and thus more costly government. In the event, a series of pragmatic tax-sharing agreements were worked out between Ottawa and the ten provinces which meant that both jurisdictions would benefit from these tax sources.

It is against this background that the problem of university funding must be seen. The financial problems of the universities had been greatly aggravated by the Depression and by World War II and its immediate aftermath. Endowment income had dropped sharply. Tuition fees had risen to the extent that students were paying 40 to 50 percent of the costs of their education. Buildings and equipment ran down. The universities reacted by arguing vigorously for federal assistance. This case was put to the Rowell-Sirois Royal Commission, which was created in 1939 and which ultimately recommended that the federal government should assist the provinces in the area of university education although not in primary or secondary education. No ection was taken on the report of the royal commission. However, the return of veterans forced the hand of the federal government. It was clear that the universities could not respond to the demands of the veterans for university education without substantial government grants. After vigorous lobbying by the university presidents, the federal government instituted a system of $150 per capita grants to each discharged man or woman at a Canadian university, a system which, at its peak in 1946-47, cost $37,000,000. These grants were available to all Canadian universities, whether technically public or private, and this has remained a characteristic of Canadian government funding of universities.

By 1950-51, total federal support had fallen to $9,000,000, and the federal government brought the veterans programme to an end. The universities realized that this was likely to bring financial disaster, particularly since the demands on the universities for varying and expensive forms of education were increasing. "The truth of the matter is," wrote the president of the University of British Columbia, "that the present crisis in university finance is of permanent and long-term nature and had been developing for some years before the war. The temporary relief given by the veterans scheme tended to obscure the long-term development..." In 1949 the universities presented a brief to the Royal Commission on the Arts, Letters, and Sciences, arguing for federal aid. In 1951 the Commission recommended per capita grants to the universities. This was supported by the Liberal Prime Minister, Louis St. Laurent, and the federal government instituted a grant of $7,100,000 ($0.50 per citizen in the province). No permanent legislation was passed, and the funding was carried out through the annual appropriations legislation.

The unilateral action by the federal Liberal government provoked a vigorous reaction from the province of Quebec. It argued that this was an invasion of constitutional responsibilities of the provinces and, after one year, Premier Duplessis forbade the universities in Quebec to accept the grants. This problem was temporarily resolved in 1960 when the Conservative government, then in power in Ottawa under John Diefenbaker, introduced an amendment to the tax-sharing arrangements conceding some room in the corporate income tax field for those provinces opting to pay additional grants to the universities at the prevailing federal rate that by then had risen to $1.50 per citizen. Quebec took up this option, and the federal/provincial confrontation temporarily came to an end.

By 1966-67, the federal grants had risen from $67,000,000 to $99,000,000. In 1967 the then Liberal Prime Minister, Lester Pearson, brought this programme to an end. He stopped direct payments to the universities and substituted a plan of cash transfers and the ceding of tax points to the provinces. Pearson argued that there was a broad national interest in maintaining a minimum level of services across the country. Through this program the federal government proposed to meet 50% of the operating costs of the universities. By the late sixties, similar shared-cost programmes existed in two other areas, Hospital Care (which had been introduced in the late 1950's) and Medicare.

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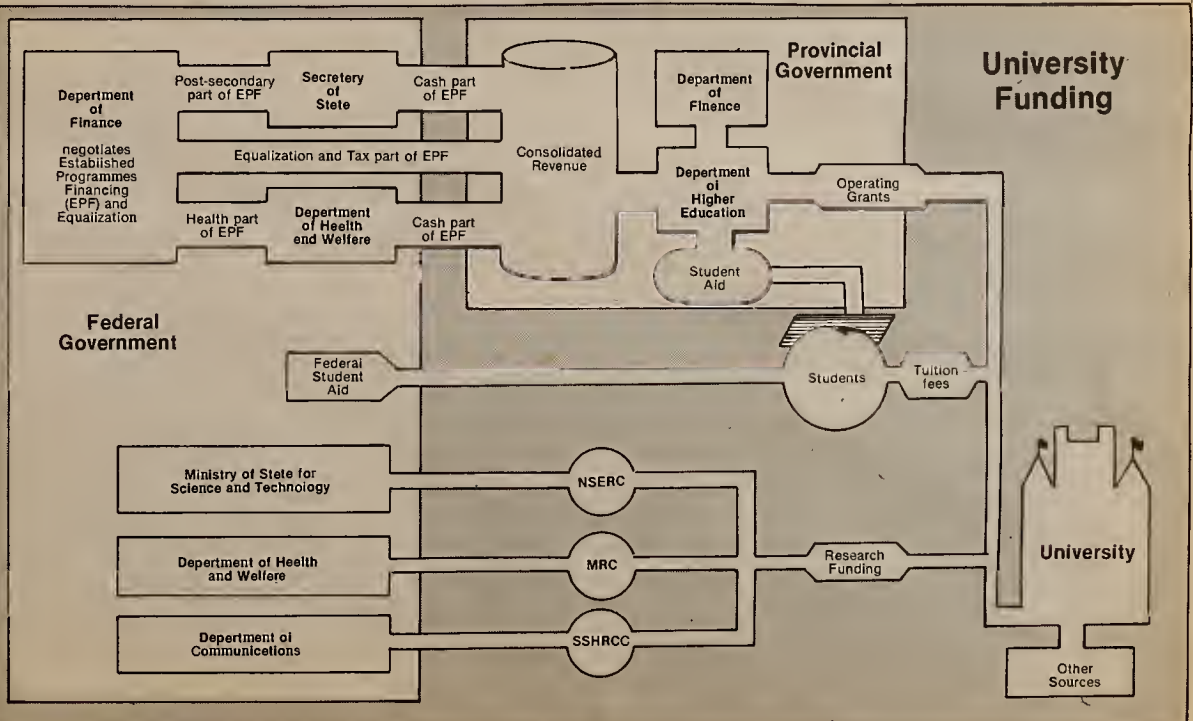

### Federal-Provincial Fiscal Arrangements 1972-77

The federal government picked up 50% of the eligible costs of post-secondary education but there were some points to note. Any course of studies given at the grade 13 level in New Brunswick, Ontario or British Columbia or grade 12 level in Newfoundland, Nova Scotia, Quebec, Manitoba, Saskatchewan or Alberta were eligible for federal shared-costing. The list of categories of eligible expenditures were:

a. Academic expenditures — academic departments, laboratories, summer schools, extension courses, deans' and departmental offices, salaries and employee benefits, and other academic departmental budget items.
b. Library expenditures — salaries, employee benefits, books and periodicals, binding and supplies.
c. Administrative expenditures — operation and maintenance of administrative offices including salaries and employee benefits.
d. Plant expenditures — janitors' and cleaners' salaries and employee benefits, supplies, repairs, fuel, electricity, gas, fire insurance, telephone service and other operating expenses related to physical plant and grounds.
e. Miscellaneous expenditures — legal, and audit fees, liability insurance, public relations, student placement services and counselling services.

Notice should be taken that in 1972 the federal government introduced a limitation on the federal transfers for post-secondary education. The total monies transferred could be no more than 115% of the money transferred in the previous year. Therefore, if the costs rose by more than the 15% a formula was used by which the individual provinces over the 15% limit got only part of the increase covered by federal transfers.

The amounts of money transferred to the provinces under the 1972 Act escalated dramatically. For education, slightly over one billion dollars was transferred in 1972-73; by 1976-77 this had risen to $1.7 billion. In 1976-77, the transfers reached $2.6 billion for hospital insurance and $961 million for medical care insurance. Thus the Trudeau government from 1968 onward financed a massive increase in the federal support of post-secondary education and of the health delivery system. There can be little doubt that without this support at the time Canadian universities and health care systems would have been in very difficult circumstances.

However, there were real problems inherent in the system. The costs were essentially uncontrollable, since the federal government met half the actual operating costs, subject to the limitations noted above. But more significant were the political difficulties. In the fifties only Quebec among the ten provinces really seriously objected to the federal presence in post-secondary education. But by the seventies more and more were coming to share the view of Quebec. This was particularly true of the large and wealthy provinces such as Ontario and Alberta. Essentially they wished to keep their taxes at home and to decide their own spending priorities without leverage from Ottawa. Mr. Trudeau himself was in an awkward position since he had always claimed to be a strict constructionist treating Quebec no differently from all the other provinces. He also sympathized with the view that the two jurisdictions should operate in their own defined areas and pay exclusively for their own programmes. Thus the rising national pressure in Quebec in the seventies could only be met in the eyes of the federal Liberals by concessions to all the provinces. Special status in Quebec, they argued, would lead inexorably to independence.

In July of 1976, the federal government put forward proposals to modify a major section of its fiscal relationship with the provinces, proposals that ultimately formed the basis of 1977 Fiscal Arrangements Act. Under the federal proposals, the national government would withdraw from the shared-cost aspect of three major programme areas: hospital care, medicare and post-secondary education. In return for this withdrawal, the federal government would institute a system of transfer payments to the provinces involving cash and personal and corporate tax points (the tax points to be equalized to the national average). This federal transfer would increase by an escalator based on the year-to-year growth in the nominal Gross National Product per capita.

From the federal government's point of view, it would be freed from having its expenditures tied directly to the cost of a provincially administered programme. The federal government would be able to have longer range planning since the growth in the federal transfers could be better predicted than the growth in the cost of provincial programmes. The provinces would gain freedom since the money (cash and the tax points) would not be strictly earmarked for a particular programme. The amount of money was made large enough to benefit all provinces since all would receive more under the first years of the new plan than under a continuation of the old.

The decisions taken in 1976-77 fully realized the conception of the Liberal government of 1967. The federal government should not have any programme role in the running of the universities but should simply transfer block funds which could be spent as the provinces saw fit. It is also clear that this reflected the conservative financial views of the then Liberal government which wished to see expenditures cut on medicare, hospital insurance and university education. It is difficult to understand why the federal Liberal government five years later should express surprise that funding levels decreased or should try to avoid some of the blame for this.

But the Pearson/Trudeau view of federalism of 1967 had by 1981/82 run into practical difficulties from the vantage point of the current Trudeau cabinet. There was an inevitable instability in a system which required the federal government to take the political consequences of raising large sums of money and then transferring these amounts to the provinces who would secure the glory of spending it. When this was linked to general conservative pressures in North America to reduce all government spending except defence, it was inevitable that Ottawa would question the system and attempt to transfer more of the costs to the provinces even though the transfers were not, as was frequently stated, a rapidly growing part of the federal budget.

The federal Minister of Finance, Allan MacEachen, couched this argument in a particular form. He argued vigorously that there was a structural imbalance in the financing of the Canadian federation because the federal government ran a chronic debt while the provinces as a collectivity ran a surplus. Aside from the fact that only a handful of rich provinces actually were in a surplus position, the Minister was faced with an awkward political dilemma in early 1982 when the Economic Council of Canada refuted this position and argued that the federal government, as a consequence of the oil arrangements with Alberta and Saskatchewan, would have a balanced budget by the middle of the decade without any decrease in the transfer payments.

The federal budget of November 1982 did not, as was widely expected, attack the payments for postsecondary education or medicare in the current arrangements with the provinces. But the government announced its intention to eliminate another part of the federal/provincial package, the revenue guarantee. The provinces argued that this meant a cut in medicare and postsecondary education. It, of course, did not mean this at all since all the funds including the revenue guarantee were untied. Since the provinces could and did spend the money on areas other than medicare and postsecondary education when the federal money was going up, they could cut in other areas when it was going down.

Faculty in Ontario, for instance, might wonder at the priorities of a government which buys new jets for its politicians or spends billions on Suncor without looking after the education and research interests of its citizens. However, it is clear that the cut represented an important decrease in the general financial abilities of the provinces to meet all their obligations including postsecondary education. This in turn would mean that the squeeze on the universities would probably get worse.

In addition, the budget announced a new system of equalization payments for the have-not provinces. CAUT objected to the first version on the grounds that it did not give real growth to these provinces and because it ensured that no matter how bad the industrial economy became, Ontario could never claim payments.

The government now appears to be moving toward a new system for equalization, one which would not use Ontario as the base. The government will likely tinker with the formulae in the month of March but it seems unlikely that it will change its views on the revenue guarantee.

The bottom line for the universities in financial terms is that the university system is no better off and will probably be worse off as a consequence of these budget decisions. We should not be mesmerized by the details into a failure to see that the federal and provincial ministers have not provided a secure and reasonable system for funding Canadian universities.

The really surprising move of the federal government came in February 1982 at the meeting of first ministers. Although most of the focus of that meeting was on high interest rates, the significant moment came when the Prime Minister announced that federal grants for post secondary education beyond April 1, 1983 were conditional on acceptance by the provinces of a broad reassertion of the federal presence in postsecondary education. In one stroke the edifice of 1967-1977 was torn apart. (See below for the full text).

The federal government would require such things as reasonable accessibility by students, mobility across the country, bilingual services, and the like. It tied the transfer of funds to the provinces to the annual escalator of the federal funds. Why did this happen? Over the past five years the federal government was becoming more afraid that the system of transfer payments would simply increase the authority of all provincial governments but particularly that of Quebec to the point where the citizenry might wonder why they had a federal government at all. This is the meaning of the oft-repeated demand for more federal visibility.

There is a cynical party—political side to this but it is also, and more importantly, the latest round in the battle between Mr. Trudeau and Mr. Levesque for the hearts and souls of Quebec.

The Established Programmes Financing proposal thus embodies a commitment to continued federal-provincial partnership. This partnership naturally requires intergovernmental consultation at the ministerial level, to enable us to consider together matters of national significance. In the health field excellent arrangements already exist. For post-secondary education we still need to establish an appropriate permanent forum. The establishment of such a forum, for the exchange of information and views — without compromising provincial responsibility for the field — is a matter to which the federal government, which has to answer to its own electorate for the spending of its funds, attaches a good deal of importance.

We are all, you and your colleagues in provincial governments, my colleagues and I in the federal government, moved by the ideal of social justice. We share strong feelings that Canadians should have full opportunity to enjoy basic minimum standards of health, and full opportunity to obtain an education. We care about democracy, which entails the formation of an active and informed citizenry. Education is surely a key to this.

The Prime Minister in his statement to the Federal-Provincial conference on June 14, 1976.

# EPF renegotiations — the federal position

At the January meeting of the first ministers of Canada, Prime Minister Trudeau offered the premiers a package on Established Programmes Financing and post-secondary education. In return for full provincial endorsement of the federal offer with respect to other aspects of fiscal arrangements, the federal government would continue the current EPF arrangements through 1983-84. However, there were a number of conditions that the provinces had to accept.

The provinces would have to increase their overall funding for post-secondary education by at least the rate of the federal increase (about 11.5% in each of 1982-83 and 1983-84).

The provinces would also have to undertake discussions with the Secretary of State to establish mechanisms to achieve the "national goals" desired by the federal government. The federal objectives included:

☐Mobility — no discrimination or preference for students or faculty on the basis of province of origin;
☐Accessibility — reasonable access for all qualified Canadians;
☐Accountability — adequate information to enable Parliament to assess the efficiency of its funding programs;
☐Co-operative planning — agreement to joint federal/provincial planning for national objectives;
☐Language — full opportunity to increase knowledge of Canada's official languages and for members of minority official language to receive post-secondary education in their own language.

The offer included the possibility of an improved student aid programme and a new adult training program by August 1982. And finally, it called for a public statement indicating which level of government is paying what percentage of the costs.

# Le problème de la main d'œuvre et les universités canadiennes

By E.M. Goldstein

Au Canada, peut-être encore plus qu'aux É.-U. d'Amérique, possiblement à cause de la différence des systèmes électoraux (ce qui devrait mener à la conclusion d'une orientation politique assez « monolithique » chez nous) nous sommes témoins, à l'heure qu'il est, d'un phénomène de corruption des buts historiques de l'Université. C'est-à-dire qu'au lieu de souligner et de soutenir le rôle de l'Université comme territoire de liberté absolue, tant pour la cultivation de l'Esprit, que pour la recherche progressive, nos gouvernements font de leur mieux pour réduire l'enseignement supérieur à une agence médiocre de main d'œuvre apprivoisée selon le goût et les dispositions budgétaires de nos politiciens (dont, aussi, très curieusement, la forte majorité est composée d'avocats).

C'est dans ce contexte que le problème du financement, ou plutôt du sous-financement des universités canadiennes, dépasse les limites de cette préoccupation spécialisée et semble s'intéresser, tant au niveau fédéral, qu'au niveau provincial, à l'allocation spécifique de ces fonds. Ainsi, les deux paliers de gouvernement affirment, envers et contre tous, que l'allocation interne des ressources universitaires est erronée et qu'elle aurait besoin d'une réorientation. Ces attitudes sont centrées d'habitude sur la question du planning de la main d'œuvre et sur le développement de certaines habiletés caractérisant des professions très spécialisées.

L'approche des adeptes de ce point de vue assume plusieurs idées c'est-à-dire que :

- Les universités ne produisent pas de gradués capables de satisfaire aux exigences du marché du travail, dans le sens qu'il y a des postes dans des domaines essentiels pour le bon fonctionnement de l'économie, et, par la force des choses, ces postes sont libres, ou bien
- Le nombre des étudiants universitaires est excessif et le développement économique du Canada serait favorisé, si bon nombre de ces étudiants s'engageaient dans d'autres institutions d'enseignement supérieur ou bien dans des programmes d'apprentissage.

L'étayage pour des arguments de ce genre provient d'un nombre de rapports de gouvernement : l'étude de Statistique Canada sur les gradués de 1976 et leurs occupations en 1978, le rapport d'une commission parlementaire (sous la direction de Monsieur Warren Allmand) qui s'intéressait au marché du travail et, d'importance suprême, le rapport Dodge produit à la demande du Ministère du Travail et de l'Immigration d'Ottawa.

On peut mieux comprendre l'orientation de la pensée officielle en nous penchant sur le rapport Dodge qui examine :

- le développement du marché du travail au Canada ;
- l'engagement fédéral dans le planning et la formation de la main d'œuvre ;
- les lignes officielles de conduite dans la matière.

Une bonne partie du rapport étudie les occupations manuelles (que l'on appelle *main d'œuvre de moyenne ou de haute spécialisation*) mais il nous faut dire que le rapport discute surtout cette « main d'œuvre de haute spécialisation » (cela a trait aux individus éduqués au niveau post-secondaire) et c'est dans ce contexte que le même rapport fait des suggestions sur l'avenir des universités.

Dans le chapitre qui discute l'enseignement supérieur, le rapport débute avec l'avertissement que même s'il y a beaucoup d'objectifs et de rôles pour l'éducation post-secondaire ou universitaire, le rapport s'occupera seulement de la relation entre les universités et la fonction du marché du travail. Il devient nécessaire ainsi de souligner que la valeur traditionnelle, millénnaire, des universités en ce qui concerne « *l'éducation* » générale d'un peuple est ignorée à bon escient.

En termes de la méthode d'évaluation du rapport, le système universitaire serait une réflection parfaite du marché du travail si chaque gradué obtenait un poste utilisant au complet son programme d'études. Cette idée est bien plus pensable en ce qui concerne certains professionnels, comme par exemple : tous les gradués des facultés de génie, qui ont obtenu des postes d'ingénieurs. Mais on conçoit les difficultés dont il s'agit quand on se rend compte que certains programmes offerts par les universités préparent les gradués pour plusieurs occupations possibles. Une étude, à ce point de vue, a été entreprise par la U.B.C. sur ses gradués de l'années 1980 pour éclaircir le pattern de leurs emplois quelques mois après le moment de la graduation. Ce que l'on a remarqué pour ceux dont la concentration majeure était en langue et littérature anglaises, c'était que les candidats, une fois dans le marché du travail, avaient obtenu des postes extrêmement variés.

L'aspect paradoxal, controversé, de l'approche du marché du travail aux universités consiste à créer une doute, insinuer que, très possiblement, pas mal de programmes d'études universitaires seraient « *inutiles* », puisque les gradués n'obtiendraient pas de postes directement en relation avec les programmes d'études mentionnées. En effet, si l'on ignorait l'essence et tous les avantages d'une éducation universitaire et par dessus tout cela, si l'on acceptait l'optique étriquée du rapport, la réponse à ce genre de doute serait peut-être dans l'affirmative. Mais, au moment où l'on reconnait la valeur inaliénable d'une éducation universitaire — et, quoi que l'on veuille dire, c'est la foi commune la plus ferme de nos contribuables, sans exception — il devient impératif d'affirmer que l'expérience universitaire est *utile* ; l'assomption Dodge n'est qu'une réduction à l'absurde.

L'importance de cette discussion dépasse le cadre spéculatif, car elle est attachée à la question du financement de l'enseignement supérieur. Si l'on considère les dépenses du gouvernement comme le fameux « gâteau fixe », figuration dont on commence à avoir l'habitude, il s'en suit que les subventions nécessaires devraient s'extraire d'autres programmes. Par conséquent, pour augmenter la formation de la main d'œuvre moyenne ou de haute spécialisation, l'argent se trouverait surtout dans les subventions universitaires d'où il faudrait l'extraire. Même si le rapport Dodge n'est pas très explicite à ce propos, il exprime quand même l'opinion que le système universitaire est trop grand et qu'il pourrait être contracté. (Évidemment, cette « contraction » veut dire qu'il y aura moins de fonds, qui seront ainsi dépensés dans d'autres domaines d'intérêt). Aussi Dodge propose-t-il l'argument que les résidus de subside universitaire pourraient s'allouer, dans les universités, à certains programmes envisagés comme plus importants pour le développement économique dans l'optique gouvernementale.

Il est évident que la communauté universitaire, y inclus l'ACPU serait profondément inquiéte á la création d'un système de financement, qui donnerait à une autorité externe et indirectement renseignée sur les besoins de l'université, un contrôle décisif de l'administration interne de l'université. Jusqu'à l'heure qu'il est, des quelques rapports que l'on a vus, traitant des problémes de la main d'œuvre, il n'est pas clair comment le financement se produirait. S'il s'agissait seulement d'ajouter au financement normal des fonds supplémentaires pour satisfaire à des intérêts spécifiques, cela pourrait se discuter. Mais une restructuration massive du financement, qui déformerait et les processus budgétaires et les choix de programmes d'études, ne saurait qu'endommager fondamentalement et pour une longue durée le système universitaire canadien.

L'un des problèmes de cette discussion est d'identifier quelques élèments discrets, relativement camouflés. Pour certains, la question qui se pose est que le système universitaire s'est développé excessivement ; somme toute, trop de gens y ont accès. Cette idée élitiste a ses adhérents même de nos jours. Il y en d'autres qui voient la situation comme ceci : trop d'universités, pas nécessairement trop d'étudiants ; cela constitue l'idée compétitive, sélective, dont les conséquences seraient tout aussi malheureuses. Une troisième optique, dans cet ordre d'idées, est celle de la compétition entre les disciplines, pour obtenir les ressources convenables qui puissent suppléer aux besoins : salaires des enseignants et du personnel de soutien, ainsi que fonds de recherche.

Un autre problème serait de prendre le rapport Dodge au sérieux et de mettre en relation la production des gradués universitaires et le marché du travail. Ici la difficulté majeure serait de pouvoir prédire, avec la moindre précision, la structure *future* du marché du travail. Les prédictions météorologiques ont une limite de 2ou 3 jours, les projections économiques dépassant la limite d'un an deviennent caduques ; pourtant, envers et contre tous, ces projections officielles, à un terme de *cinq à dix ans*, sont assumées assez correctes pour permettre la possible restructuration majeure de la totalité du système d'enseignement universitaire.

La difficulté la plus sérieuse et pour l'université et pour la main d'œuvre est que les projections doivent se faire à longue échéance, car il faut 4 ans pour produire un étudiant sousgradué, 7 ans pour produire un gradué, et de 12 à 15 ans pour produire un membre de niveau moyen d'une faculté. Le système universitaire peut probablement produire de plus nombreux gradués en certains domaines d'intérêt, du moment que des ressources de personnel enseignant, d'équipement de recherche et d'espace sont assurées ; il y a cependant des limites physiques à cette situation, surtout en ce qui concerne *l'espace*. Mais, à force d'augmenter l'engagement dans un certain domaine, *il faudra déplacer l'allocation des ressources à long terme* et ainsi restreindre le système, surtout au point de vue des constructions et du personnel enseignant et

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*Le Professeur Goldstein enseigne à la faculté d'éducation de l'Université d'Ottawa.*

# Manpower planning and the universities

by Richard Bellaire

"He who pays the piper, calls the tune." This may be a time-honoured saying, but is it an appropriate policy for our governments to adopt with respect to our universities?

The question of university funding is not concerned only with the level of funding but also with the specific allocation of funds. In recent months, governments at both levels have been expressing the view that the allocation of university resources among disciplines is out of balance. At the root of this view lies the question of manpower planning and the need for the development of certain highly skilled occupations.

The supporters of this viewpoint appear to make several assumptions. One is that the current mix of graduates from universities is poor, with universities producing students who will not be able to find jobs, or at least jobs within their area of study. Another is that the universities are not producing graduates in the areas where jobs are available and needed for the economy. Related to these assumptions is the view that the number of university graduates is too large and that people now going to university could better serve the economic development of Canada by attending other institutions of higher education or by taking part in apprenticeship programmes.

The proponents of these arguments have been encouraged by a number of recent government reports: the STATSCAN study of 1976 graduates and their occupation history in 1978; the parliamentary task force under the chairmanship of Warren Allmand which studied the labour market; and most important the task force report prepared for the Department of Employment and Immigration (frequently referred to as the Dodge Report after its principal author, David Dodge).

The Dodge Report reviews the development of the labour market in Canada along with federal involvement in manpower planning and training. It then outlines some suggested policies for the federal government. While much of the report is concerned with blue collar occupations (termed medium or highly skilled manpower), it also discusses what it calls highly qualified manpower (post-secondary educated people) and it does make suggestions on the future of universities.

The chapter on higher education begins with a caveat: it states that although the report recognizes that there are many purposes and roles for higher education, particularly university education, it will deal only with the relationship of universities to a job market function. Therefore, the value of universities in the area of general "education" is not taken into account.

In terms of the evaluative methodology

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The Hon. Robert G. Elgie, M.D., Minister of Labour

Dear Dr. Elgie:

I am saddened and depressed that you would authorize the publication of the recent attack by the Ontario Manpower Commission on the value of university degrees.

It is surely a curious misreading of the proper role of the universities to assume that we provide or should only provide specific job training for particular jobs and then to conclude that all those who do not fall into this category will have useless degrees. The recent report from OISE indicates that a good number of business leaders themselves prefer to see a broad undergraduate education rather than a narrowly concentrated one with specialization coming at the graduate level or on the job as the case may be. This is why the commerce undergraduate degree of the University of Toronto requires a substantial number of courses outside the discipline. It is also why M.B.A. programs regularly recruit graduates in arts, science, and engineering as well as in business for their programs.

I realize that such combinations unsettle the neat generalizations of your bureaucracy but they correspond to a reality recognized by many students, namely that the university should provide both a general intellectual education and professional skills.

One of the reasons why students prefer this flexibility is that they know that narrow job training produces skills that are obsolete in a few years, that most graduates will probably have more than one career in their lifetime and that it is, therefore, important to have a good basic education. Indeed I find it hard to understand why those who are in favour of basics in the secondary schools are not in favour of them at the university.

It seems to me that the modern business executive should have a sophisticated knowledge of economics, the political process, international relations, Canadian history and some grounding in the Western intellectual tradition if he or she is to operate effectively in the modern world. James Gillies has, for instance, pointed out in a recent publication that in the Ottawa context the day of the quiet chat with the deputy minister is over and that business must develop political and economic sophistication if it is to have influence in the marketplace of ideas.

I also think that arts students should have a knowledge of basic computer programming and the scientific method if they are to understand the world in which they are going to live.

In fact the notion that most people are not and should not be programmed into a particular and unvarying career pattern by their university education can be seen in the careers of you and your colleagues in the cabinet. I gather that the Ontario Manpower Commission would consider you, Dr. Stephenson, and the Premier all to be underemployed.

I am sure that if governments think that they can or should program the people of Ontario into particular and narrow job specialities, they will always be disappointed by the results. There are various reasons for this. First, manpower projection is an imperfect art. You will recall, for instance, that the Dodge Report and the newspaper laid heavy emphasis on the shortage of tool and die makers. This apparently was true in 1979 when the data was gathered but is not true today. Any massive change in funding arrangements based on the 1979 data would have been unnecessary. Furthermore, the Ontario Manpower Commission seems to think that job categories were frozen at the last census for all time when common sense tells us that this is not the case. Basically, however, the continuing problem of such studies is that the government has little ability to predict or control the other variants in the job market, namely investment decisions and salary policy.

After all, one of the reasons we have a shortage of engineers is that more than half the employed engineers do not practice engineering. The private sector by its salary structure has ensured that many engineers abandon engineering for administrative careers. But is this necessarily all bad? It informs an important segment of Canadian business administration in a detailed way of the possibilities and limits of applied science. Surely a Conservative government must as a basic principle, favour such free choice over state direction.

No one denies that from time to time governments are faced with particular problems and particular shortages which should be addressed. This should, however, be based on reasonable data with a good historical base and with the understanding that this data is imperfect and needs to be regularly updated. The policies that flow from such research should be straight-forward and do not need any elaborate restructuring of the university system.

First the Ontario government should recognize that as students shift to engineering, computer science, etc. costs per student rise dramatically. The government should, therefore, end its shortsighted policy of forcing the universities into financial decline and should increase its general funding for universities in real dollar terms. The government should press Ottawa to fund through the Natural Sciences and Engineering Research Council increased graduate fellowships in engineering and business administration at a level competitive with industry.

Graduate students are the engineering and business professors of the future. Now they are leaving in droves because the universities cannot offer competitive stipends. Perhaps Ontario could offer to match federal initiatives in this area. Both Queen's Park and Ottawa should finance the modernization of scientific equipment so that the professors can, in fact, engage in research on the frontiers of knowledge. Both levels of government should take a serious look at the drastic erosion of university library services which are, of course, the backbone of the teaching and research functions of the university. There are, in fact, no end of sensible and useful initiatives that both levels of government could take in this area.

I hope that you and your colleagues will consider these types of initiatives which will in the long run benefit all the people of Ontario rather than publicizing a species of voodoo economics which can only mislead students and the public.

Yours sincerely,

Donald C. Savage
Executive Secretary, CAUT

cc: The Hon. William Davis
The Hon. Dr. Bette Stephenson

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used in the report, the university system would be a perfect reflector of the job market if every graduate got a job that made full use of his or her programme of study. This approach is easy to accept for graduates of professional programmes, such as engineers. A difficulty arises, however, when one considers the many programmes of study offered by universities which prepare a student for a variety of occupations. In the fall of 1980, a study was carried out for the University of British Columbia to determine the employment pattern of their spring graduates. Using graduates in English as the example, it was observed that most of the graduates who entered the job market got jobs (the unemployment rate was less than the national average).

The most controversial aspect of the job market approach to universities concerns the question of whether people who do not get jobs directly related to their programme of study have received university training that is of no use to them. If one chooses to focus narrowly on the direct relationship of jobs to study, the answer is likely to be yes. But if one reflects on the full value of a university education, then it can be argued that the university experience is a useful one in and of itself.

This discussion is more than philosophical since tied to both arguments are important questions about how our universities should be funded. Assuming government expenditures comprise a fixed pie, a minister in Ottawa who wants more money for his or her particular programme can obtain the funding only by taking the money from some other programme. Therefore, in order to expand job training for medium and highly skilled workers, the money could well be taken from highly qualified manpower training — that is, the universities. Though not clearly spelled out in the Dodge Report, there runs through it the view that the university system is too large and can be contracted (contraction meaning less funding which can then be spent in other areas). Carrying the theme further, the funding left for the universities can then be re-allocated internally toward programme areas which are viewed as important for economic development.

Any system of funding that gave to some outside authority a large control over the internal running of the universities without input from the universities themselves would certainly be viewed with alarm by the academic community, including the CAUT. It is unclear from the various manpower reports how such a system of directed funding would operate. It would be one thing to simply add on to normal general funding extra funds for particular narrowly focused areas. But massive re-structuring of funding leading to a distortion of the internal budgeting process as well as the choice of programmes offered to students would do great and long term damage to the Canadian university system.

It is necessary in this discussion to separate out some hidden agendas. On the one hand, there exists a belief that the university system is too large and that too many people are attending our universities. This elitist approach to education still has its supporters. On the other hand, there is a belief that we have too many universities, but not necessarily too many students. This is the competition approach — cut the other guy out so that I can survive and grow.

The problem is that, even if the Dodge Report is taken at its face value, difficulties arise. Most significant is our lack of ability to predict with any degree of accuracy the job structure in the future.

Manpower planning in the university context requires that long range trends be determined. It takes four years to produce an undergraduate, seven years for a graduate, and 12 to 15 years for a moderately experienced faculty member. Given the current resources of faculty, research facilities and space, the university could produce more graduates in certain specified areas (but even here there are limits). But to expand the commitment in certain areas requires shifting the resource allocation and committing the system for a long period of time due to the need for space construction and the tenuring of faculty. In a recent report on business, computer science and engineering, the Ontario Council on University Affairs argued against this massive re-structuring.

The universities have adjusted to changes in our society in the past and are still adjusting. There are many more engineering students now than in the previous decade and fewer education students; there are continually expanding resources for computer science and commerce. This has been the result of decisions centered in the individual universities. But as resources become tight and demands continue to be placed on the universities to solve all of society's social and economic problems, there will be the call to rob the St. Peter of the Liberal Arts and the Humanities to pay the St. Paul of Computer Science and Business.

For the university community to accept this rationale is to witness the loss of autonomy. Some disciplines may feel that they could benefit under such an arrangement. They may benefit in the short run, but in the long run the loss of university autonomy will be the more important consideration. Today, it may be the turn of the liberal arts to be cut, tomorrow biomedical research. If we allow the government to call the shots today, we may not be able to prevent government intervention tomorrow.

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de ses conditions d'emploi et de permanence. Le Conseil ontarien des affaires universitaires a présenté — dans un rapport récent sur les études de gestion commerciale, d'informatique et de génie — des arguments contre ce genre de restructuration majeure, pour accroître la production dans ces domaines, à cause des distorsions inévitables qui en résulteraient.

L'histoire prouve que les universités se sont adaptées, par le passé. Voilà pourquoi, de nos jours, il y a de plus nombreux étudiants en génie qu'en pédagogie; pour les mêmes raisons il y a plus de développements en informatique et en administrations d'affaires. Cela a toujours été le resultat des allocations internes et des décisions individuelles des universités. Mais, au fur et à mesure que les ressources diminuent, il s'avère qu'un argument devient possible pour réduire un certain développement, et ainsi encourager, de manière supplémentaire, un autre, qui semblerait plus attrayant dans la lumière de certains intérêts et qui pencherait vers une solution privant les humanités en faveur des études scientifiques et d'administration commerciale. Pour la communauté universitaire, accepter cette « raison suffisante » *c'est renoncer surtout à son autonomie*. Notre histoire nous enseigne que dès que les priorités changeront, les universités subiront une convulsion vitale, sans précédent dans le monde universitaire du Commonwealth Britannique.

En conclusion, l'université dépasse de loin le rôle de centre de formation professionnelle que l'on veut lui accorder. Son rôle critique et d'éducation (dans l'acceptation la plus vaste du terme : *éducation*) est vital pour notre société. Permettre à des droits acquis de ménager leurs intérêts à courte échéance aux dépens des intérêts naturels, à long terme, de l'université, c'est simplement s'attaquer à la fonction traditionnelle de l'enseignement supérieur. Même si les projections du marché étaient parfaites — et on sait quelle validité douteuse est la leur — il y a toujours et il y aura toujours un rôle important à jouer pour tout programme non-centré sur le marché.

# R & D in Canada: the situation today, the problems of tomorrow

**by Robert Willes**

Researchers, industrialists, business investors and politicians have expounded at length over the past decade on the necessity of a strong research and development effort in Canada.

Concrete examples and stringent economic analyses both attest to the achievements of R&D performed in the university, industrial and government sectors.

Economists identify R&D investment as one factor that, through its effects of increasing productivity, has a restraining influence on inflation. In addition, the rate of increase of an industry's or nation's productivity seems to be directly related to the extent that its R&D is long term (i.e. more fundamental or basic).

In 1978, the federal government took the first initiatives to reverse Canada's dismal R&D performance. After nearly a decade of neglect in which the GERD/GNP ratio fell to 0.9, the federal government announced the 1.5% GERD/GNP target to be achieved by 1983 (the date was subsequently extended to 1985/86).

Policy proposals flourished on how to best reach this target. Five-year plans were developed (and in some cases are still being developed) by the federal granting councils. Areas of national concern were identified and strategic grant programs were initiated. Funding increases of near 20% annually were allotted to the granting councils from 1979/80 through 1981/82. Similar funding increases are projected for 1982/83. Likewise, increased investments were directed into various government programs to assist industrial R&D.

In response to predicted shortages in highly qualified personnel, funds were injected into manpower training programs of the NSERC, the MRC and the SSHRC. Industry-university liaisons were initiated in several centers and more are in the planning stages. Industry was encouraged to increase investments in R&D.

Nearly four years have passed since the 1.5% GERD/GNP target was set. Have the government's initiatives worked? Is Canada's R&D performance improving or not?

In testimony to the Parliamentary Standing Committee on Miscellaneous Estimates on November 30, 1981, John Roberts, Minister of State for Science and Technology, said that to reach the 1.5% GERD/GNP target, Canada must invest "something over $7.56 billion". Ottawa has proposed that industry's share of this investment should be about 50% ($3.78 billion), the federal government's share about 33% ($2.49 billion) and the provinces and universities should pick up the balance of 17% ($1.29 billion).

According to Mr. Roberts, the GERD increased by 14% in 1979 and is expected to increase another 33% by 1981 resulting in a GERD/GNP ratio of 1.06%. Industrial R&D investments increased 24% to $1.34 billion in 1979, about 20% to 1.61 billion in 1980 and are expected to increase a further 20% to about $1.93 billion in 1981. This means that the investment in R&D by industry in 1981 was about one half that required to meet their portion of the 1.5% GERD/GNP target.

The R&D expenditures by the federal government for the fiscal year 1981/82 are $1.57 billion, an increase over 42% from the 1979/80 level and short of the 1985/86 1.5% GERD/GNP target by about 40%. Total government expenditures during this time increased by 24%, indicating the preferential emphasis placed on R&D.

The government's industrial R&D support programs (EDP, DIPP and IRAP) have received an additional $150 million, including $70 million for the high technology industries. The combined budgets of the NSERC and the MRC have increased by over $100 million.

The predictions of shortages in highly qualified manpower, particularly in the high technology fields, is a scenario familiar to everyone associated with the university system. Between 1970 and 1979, there was a consistant decline in graduate student enrolment — a decrease of 36% over the 9 year period. This downward trend was reversed in 1980/81 when applications for the support of first year graduate students increased by 12%, according to NSERC President McNabb. A further increase of about 12% occurred in 1981/82 and a similar increase is expected in 1982/83.

From these indicators it appears that the downward trends in the performance of R&D and training of highly qualified manpower in Canada have been arrested and recovery has begun. Funds invested in R&D have increased in all sectors in the past three years, although the purchasing power of these increases has been reduced by high rates of inflation.

With inflation running over 10%, particularly in the cost components of R&D, the ability to purchase goods and services needed for R&D has probably increased by 5% to 8% per year rather than the 20% plus indicated by the increased investments in R&D. Nonetheless, real growth has occurred in Canada's R&D capabilities and the current federal government appears committed to continuing this real growth even in the current recessive economic environment.

What are the problem areas that must be addressed if the growth in R&D is to continue in the future?

First, the performance of R&D by industries in Canada is not increasing as fast as that in other sectors. If the R&D investments by industry are to contribute 50% of the 1.5% GERD/GNP ratio as proposed by Ottawa, then industry's R&D performance will have to increase much faster than it has in the past. Even though the government proposes that the lion's share of Canada's R&D should come from industry, little emphasis has been placed on the implementation of programs and/or policies designed to achieve this objective.

The federal government has placed considerable emphasis on special assistance programs to specific industries such as the aerospace industry, communications, resource development and microelectronics. These initiatives are necessary and have been effective. However, they require direct expenditures by government at a time when the government is attempting to reduce the federal deficit. Also, such policies presume that the federal government, through its crystal ball, can judge which areas of industry should or should not have greater resources for R&D.

I am far from convinced of the capabilities of government of correctly making such judgements. Would it not be better to leave such decisions to the marketplace and to implement programs to give those industries that do invest in R&D rewards for their efforts?

The second problem area that must be addressed if the growth in R&D is to continue is the mechanisms of support for the university system in Canada.

I am sure that all Canadians are both disappointed and disgusted by the performance of both federal and provincial politicians at the First Ministers conference in Ottawa the first week in February this year. The topic of federal-provincial cooperation in the support of post-secondary education is discussed at length in other articles in this special issue of the *Bulletin* so I will not go into the Established Programs Financing. It must be emphasized, however, that the future performance of R&D in Canada is directly linked to the performance of the university system in two important areas; the training of highly qualified personnel and the conduct of fundamental or discipline research.

Canada, and for that matter the western world, is already in a crisis regarding the supply of qualified personnel in several disciplines and all forecasts predict that the situation is going to get worse.

The personnel needs of the microelectronics, aerospace, resource development and communications industries are already in short supply and these industries cannot meet their manpower needs now! On top of the current problems, companies such as Bell Canada predict a requirement for some 65,000 engineers in the next decade.

Canada desperately needs more trained manpower. The majority of these needs can only be met through the university system.

Fundamental or discipline research is critical to the continued economic growth of the country and the university system is the venue of most of the fundamental research in Canada. The federal government has increased the funding of such research in the university system and the rate of growth in R&D in universities is "on track" with the 1.5% GERD/GNP target. However, federal research grants only support the "direct" costs of university research.

The "indirect" or overhead costs which amount to over 60% of the research costs, are picked-up by the universities directly with funds provided by the provinces for the general operation of the universities. A substantial portion of these funds (over 50%) comes from the federal government through the EPF Act. Consequently, cuts to the EPF Act that lead to cuts in university funding will result in reductions in both manpower training and in the performance of university research. This would mean an end to the recovery of Canada's R&D performance and the beginning of economic disaster. Where is the logic in such a scenario?

The provincial and federal governments must resolve the problems of the funding of universities in Canada. Our political representatives need to be pushed hard on these issues. Write your federal and provincial politician so they know your views on the issues. Meet with your political representatives every chance you get to reinforce your views. The academic community *must* get involved in these issues *now!*

Once the decisions are made on the cooperative funding mechanisms for the federal-provincial support for post-secondary education, we will have to live with the result for some years to come. If the wrong decisions are made, the effects on the Canadian university system would be disastrous. Let's make sure the right decision is reached!

*Robert Willes is Chief Science Policy Advisor for the Canadian Federation of Biological Societies.*

Our universities are an essential element in the total national R&D effort. Without a strong, viable university research community, we will not have access to the latest technology; we will not develop the bright, creative minds that are so crucial to healthy science; and we will not be able to tackle the increasingly complex and urgent problems which concern us as a nation.

John Roberts, Minister of State for Science and Technology, May 1980.

Nos universités constituent un élément essentiel de l'ensemble de l'effort national en recherche et développement. Sans une structure de recherche universitaire pertinente et viable, nous ne pourrons accéder à la technologie de pointe ; nous ne pourrons former les esprits brillants et créateurs qui sont tellement indispensables à l'avancement d'une science saine ; nous ne pourrons non plus nous attaquer aux problèmes de plus en plus complexes et urgents auxquels nous faisons face en tant que nation.

John Roberts, ministre d'État chargé des Sciences et de la Technologie, mai, 1980.

# Is there an enrolment crisis?

Student enrolment is related to the funding level of the university either through the tuition that students pay or through the provincial grants which are usually related to enrolment levels. The accepted position has been that enrolment will decline over the next two decades with some rebound in the late nineties as the echo of the baby boom enters post-secondary education. This will be in marked contrast to the growth in enrolment in the past — a 15 fold increase since 1920 with much of that in the 1960s where the annual growth rates were in the order of 12% which meant a doubling of the school population every 4 to 5 years.

There are great difficulties in trying to predict enrolment patterns, difficulties which increase the longer the range of the prediction. The problem relates to the fact that many variables have to be included — the size of the traditional post-secondary age cohort (18-24 years), their participation rate (percentage of that 18-24 cohort that actually goes to university), the size of the non-traditional university student group (the mature student — those over 24), the attitude to university education of recent immigrants, the size of the past-time enrolment. The problem is further complicated because the participation rate itself is not independent but is affected by such factors as the state of the general economy, availability of student aid, tuitioo costs, summer employment, and the like.

We can see some of the problems by looking at one of the predictions on enrolment from Statistics Canada. In August of 1978 in its *Annual Report on Advance Statistics of Education*, Statistics Canada estimated enrolment for 1979-80. Its prediction for full time enrolment was fairly accurate but it called for only a 1% increase in part-time enrolment whereas the actual figure was a 6% increase.

In a paper *A Troubled Future? University Enrolments in Canada and the Provinces* presented to a conference jointly sponsored by CAUT and Institute for Policy Analysis in Toronto on March 3, 1981, Dr. David Foot looked at the question of future enrolment and found that full-time enrolment is projected to peak in 1983-84 and decline by 17% to 1997 after which the children of the children of the baby boom will be eotering the system and the enrolment will again peak in 2009. However, if we look at the total university enrolment and not just at full-time, the peak is at the same general time but the decline is not nearly as great.

As Foot writes, "University enrolment continues to increase into the 1980s as deduced on the basis of the demographic analysis presented earlier. This implies that more resources and not less will be required by the university sector in the few years ahead if tbe erosion in education service per student from current levels is to be avoided." This refers only to the full-time enrolment and it must be remembered that if part-time enrolment is included the peak occurs several years later.

The result of Foot's analysis, is that over the next 20 years, the decline in the *total enrolment* from the current level will be only 3.2 per ceot which is hardly a disaster. Furthermore, this projection does not incorporate changes in the participation rate for either full or part-time students.

The main problem with many projectioos of enrolment is that it is assumed that the total enrolment level is directly tied to the number of 18-24 year olds in the population and as this number goes down so will the university population. Evidence, reported in the October 27, 1978 issue of the *Times Higher Education Supplement*, from a study done by a group of researchers at the University of Bradford in Great Britain shows that historically there is no relationship between fluctuations in the size of the 18 year old age group in the population and full-time student enrolment in higher education io Great Britain between 1900-1976. Further evidence of this is that fact that freshman eorolment in the United States is up 13 per cent from the same time last year even though the size of the 18-24 cohort has decreased; this is because of the enrolment of more students older than the 18-24 cohort. *The Chronicle of Higher Education* reported on May 4, 1981 that currently one third of uoiversity and college students in the United States is over twenty-five years of age. The data of the United States census bureau show clearly that this phenomenon is significantly related to the insistence of women on education to ensure upward professional mobility.

Enrolment levels are not unaffected by the actions of interested parties, particularly universities, governments and the private sector. The student making the decision about enrolling takes into account a number of factors — monetary resources from himself or herself, family support, job potential, desire and student aid. All of these factors can be changed by the actions of other groups. A new and revised student aid programme to include part-time students, more summer jobs for students, higher or lower tuition fees — all changes such as these could change the participation rates for both full and part-time students. There is nothing fixed about the Canadian participation rates; the participation rate in Canada for 20-24 year olds is 38 per cent but in the U.S.A. the rate for the same cohort is 56 per cent (both 1976 data).

One of the major points to come out of Foot's work is the growing importance of the part-time student. In a recent Statistics Canada study on tbe 1976 graduates it was found that 50 per cent indicated a desire to return to university for further schooling either for special courses, further degrees, or retraining. If only a fraction of this number actually did go back, it could have a great affect on enrolment levels.

# Inscriptions dans les universités: situation de crise?

Le nombre d'inscriptions est fonction des fonds dont disposent les universités recueillis grâce aux frais d'inscription des étudiants ou aux subsides provinciaux qui sont eux-mêmes tributaires du nombre d'inscriptions. Il est admis que le nombre d'inscriptions est appelé à diminuer au cours des deux prochaines décennies pour remonter quelque peu vers la fin des années 90, au moment où les enfants issus de la génération du baby boom s'inscriront dans des institutions d'enseignement post-secondaire. Cette situation contrastera avec la croissance stable du nombre d'inscriptions qui a eu lieu par le passé — 15 fois l'augmentation intervenue depuis 1920, le plus grand nombre d'étudiants s'étant inscrit dans les années 60 lorsque le taux de croissance annuel était de l'ordre de 12 p. cent et que la population scolaire doublait tous les 4 à 5 ans.

Il est extrêmement risqué d'essayer de prédire l'évolution du nombre d'inscriptions, et les difficultés augmentent avec le nombre d'années sur lesquelles portent les prédictions. Ces difficultés resident dans le fait qu'il faut tenir compte de plusieurs variables — l'importance du groupe d'âge d'individus (de 18 à 24 ans) susceptibles de s'inscrire dans une institution post-secondaire, leur taux de participation (le pourcentage de ceux qui s'inscriront effectivement à l'université), l'importance du nombre d'étudiants n'appartenant pas au même groupe d'âge qui décideront de s'inscrire à l'université (par exemple les étudiants de plus de 24 ans), l'attitude des immigrants de fraîche date face à l'enseignement universitaire, le nombre des inscriptions à temps partiel. Mais ce n'est pas tout; cette difficulté est encore aggravée du fait que le taux de participation est également fonction de facteurs comme l'état de l'économie, la disponibilité de l'aide aux étudiants, les frais d'inscription, les emplois d'été, etc.

On peut mieux se rendre compte de certains des problèmes en jetant un coup d'œil sur les prévisions relatives au nombre d'inscriptions établies par Statistique Canada. En août 1978, Statistique Canada dans son *Rappart annuel sur les statistiques avancées relatives à l'enseignement* donnait le nombre estimatif d'inscriptions pour 1979-80. Ces prévisions, portant sur le nombre d'inscriptions à temps plein, s'avéraient passablement exactes, mais par contre l'augmentation prévue de 1 p. cent du nombre des étudiants à temps partiel était loin des 6 p. cent d'augmentation effective.

Dans une étude intitulée *A Troubled Future? University Enrolments in Canada and the Provinces* présentée lors d'une conférence conjointement parrainée par l'ACPU et l'*Institute Policy Analysis* à Toronto, le 3 mars 1981, M. David Foot, après avoir étudié la question du nombre d'inscriptions à venir a constaté que les inscriptions à temps plein devraient atteindre un sommet en 1983-1984 pour baisser progressivement de 17 p. cent vers 1997, après quoi les enfants des enfants issus de la génération du baby boom feraient leur entrée dans le système ce qui porterait à un nouveau sommet en l'an 2009. Toutefois, si l'on considère le nombre total d'inscriptions à l'université et non pas le nombre d'étudiants inscrits à temps plein, nous constatons que le nombre maximum d'inscriptions aura lieu à la même période, mais la diminution sera beaucoup moins importante que prévue.

Comme l'écrit monsieur Foot : « le nombre d'inscriptions à l'université continuera d'augmenter dans les années 80 selon les conclusions que nous avons tirées des analyses démographiques citées plus tôt. Cela veut dire qu'au contraire, les universités auront besoin de plus en plus d'argent dans les quelques années à venir si l'on veut éviter un appauvrissement des services par étudiant par rapport aux niveaux actuels ». Il ne s'agit là que des inscriptions à plein temps. A ce sujet, il ne faut pas perdre de vue que si le nombre d'inscriptions à temps partiel intervient dans les calculs, le nombre record d'inscriptions à l'université aura lieu plusieurs années après.

Les conclusions de l'analyse de M. Foot veulent qu'au cours des 20 prochaines années

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En 1967 monsieur William Davis, alors Ministre de l'éducation de la province d'Ontario, fixait aux universités les objectifs suivants :

1. inculquer aux étudiants des aptitudes et des connaissances qui leur permettront de jouer un rôle important dans notre société
2. promouvoir l'épanouissement culturel de manière à susciter chez les hommes et les femmes la passion de savoir et la motivation nécessaires pour faire œuvre de pionniers dans ce domaine au cours de leur vie.
3. rechercher la vérité et une nouvelle compréhension au-delà des connaissances actuelles.
4. transmettre notre héritage culturel commun aux étudiants et à la collectivité
5. faire en sorte qu'une fois leurs études terminées les étudiants puissent s'insérer harmonieusement dans la société libre dans laquelle nous vivons.

In 1967 the then Minister of Education for Ontario, William Davis, offered the following objectives for the university system:

1. the provision of skills and knowledge that will allow graduates to play a vital role in our society
2. the promotion of the powers of the mind so as to create men and women with a love for learning and the motivation to seek new knowledge throughout their lifetimes
3. the search for truth and new understanding beyond the frontiers of present knowledge
4. the transmission of our common culture both to its student body and to the wider community
5. the provision of graduates whose attitudes are consistent with the free society in which we live.

# British Columbia

Funding problems have loomed large in the universities of British Columbia over the past six months. Any projected shortfall in revenues has an immediate effect since the universities are prohibited, by statute, from incurring financial deficits.

**Simon Fraser University**

In order to eliminate a projected recurring budget deficit of $1.5 million, President George K. Pedersen will present to the Board of Governors the following proposed cuts and fee increases:

Major proposed cuts

- $151,000 from elimination of 5 lecturer positions in English
- $160,000 from elimination of the Reading and Study Centre
- $152,800 from elimination of the football and track programs
- $100,000 reduction in teaching assistants' salary budget
- $75,000 from Education Faculty's salary budget for faculty associates and co-ordinators associated with the Professional Development (teacher-training) Program
- $100,000 from the Computing Centre operations budget
- $100,000 from Physical Plant and Planning's operations budget
- $50,000 from the Faculty of Science non-salary budget
- $35,000 from the Registrar's Office budget (reduced expenditures on publications such as the calendar)
- $25,000 from the University's fund for faculty research grants
- $20,000 from Continuing Studies operating budget
- $5,500 from the Recreation Department's budget

Major proposed fee increases

- 40 per cent increase in international student fees. The proposed schedule would see international students pay $38 per credit hour next September, $11 more than their Canadian counterparts.
- introduction of graduation fees and increases in the fees for transcripts and late registration
- increases in locker/gym strip fees (15 per cent) and gym memberships (30 per cent)
- increase of 20 per cent in campus parking rates; 50 per cent for the paid visitors' lot
- increased recreation course fees

Since the Faculty Association of Simon Fraser has no real power in times of financial exigency (the existing statement on university policy gives the university President power to recommend to the Board of Governors all proposed financial restraints), it can only recommend changes in the proposed cuts.

The Executive of the Faculty Association, however, has sent the following resolution to the Board of Governors:

> "The Executive of the Faculty Association insists that the Board of Governors not authorize new positions, either academic or administrative, until the university is adequately funded to maintain the present academic positions. We are particularly concerned with the recommended non-renewal of five Faculty Association members, all lecturers in the Department of English."

There is great diversity of opinion among faculty members as to how the necessary cuts should be achieved. The Executive of the Faculty Association has formed a Committee on Financial Exigency to propose a policy to be negotiated with the university.

**The University of British Columbia**

At UBC the Administration calculates that funding shortfalls forced it to reduce its budget by $6.7 million over the period 1977-1981. In 1981-1982, however, there was an additional shortfall of $7.483 million. The provincial government turned down the university's request for extra funding and the Administration had to take strong measures to avoid a deficit. A stringent system of budget control and review was instituted: a hiring freeze was imposed: strict limitations were placed on the purchase of new equipment.

Although these steps were sufficient for 1981-1982, the university Administration estimated that there would be an annualized shortfall of $7.483 million in operating funds in succeeding years. An advisory committee on fiscal retrenchment (chaired by the Vice-President Academic and consisting of ten other faculty members, the Registrar and one non-faculty member of Senate) was established "to consider the entire spectrum of the university's programs and operations" and to advise the President how the university could meet an annualized shortfall of $7.483 million "with minimum damage to the scope and quality of education at U.B.C."

The Retrenchment Committee reported in January. It has recommended that non-faculty budgets (e.g. The Computing Centre, the Library, Research Committee Grants and Physical Plant) be reduced by $3,720,300. It has also recommended that faculty budgets be reduced by $1,927,500: the largest recommended cuts would be in the Faculty of Arts ($541,400), the Faculty of Education ($361,000), the Faculty of Medicine $288,800) and the Faculty of Science ($280,700). These cuts, if implemented, will have, in the words of President Kenny "the most devastating and distressing consequences for the entire university community." The President has stated that the university will have severe difficulties in fulfilling its commitment and responsibilities to society and future students.

"The academic vitality and excellence of the university are threatened by mediocrity, the underlying cause being the result of five years of underfunding by the provincial government," he said.

"Public funding at less than the inflation level does impair the university's ability to engage in quality teaching and research. Our impressive history of intellectual achievement is in danger of being sold short. Instead of building on our heritage, we are witnessing annually a shameful deterioration of this academic heritage."

The Retrenchment Committee also recommended an increase in student tuition fees. The Board of Governors has acted upon this recommendation and has increased student fees by an average of 32.8%. At the same time it has increased student aid funds by $921,000.

When the Retrenchment Committee was established there were rumours on campus that faculty positions might be threatened. A special meeting of the Faculty Association affirmed the position that criteria and procedures for any layoffs would have to be negotiated with the Faculty Association before any attempts were made by the Administration to lay off any member of the Association. Negotiations between the Faculty Association and the university Administration commenced in late November, 1981.

**The University of Victoria**

If the provincial government were to pass along the threatened federal EPF cutbacks to the University of Victoria, the effect on the university would be devastating. In the worst of all possible outcomes, the university's budget would be slashed by up to 49%, but even a cut of 5% would be difficult to absorb with an inflation factor of 14%.

How would the university react? Where would the Administration cut funding by 20%? The Administration would have to react by trying to increase revenues through raising tuition fees and by trying to decrease expenditures through cutting back on services. The net effect to the student population would be "less for more": less choice in choosing a program and career; less chance to participate in research; fewer resources available in terms of professors, books, computing time — in short, less opportunity to gain less of an education for double or triple present costs.

To decrease expenditures the Administration would have to limit enrolment; to cut back on staff (thus increasing class size); to cut back on sponsored or assisted research; to cut back on the library book budget and opening hours; to cut back on student services such as housing, counselling, food services; to limit scholarships and bursaries; and not to replace obsolete and aging equipment.

The overall effect on the university would be demoralizing. Instead of providing the country with the innovations and expertise to deliver the country's full resource potential, the University of Victoria could be crippled as a vital institution by even a relatively small EPF cut.

**Attack on University Salaries**

In late February the provincial government announced wage guidelines for provincial employees of 10 per cent. This appears to apply to university faculty as well. If so, it will represent a significant attack on the financial position of faculty since everyone will be asked to take a wage reduction of at least 2 1/2 per cent. The cost of this in lifetime earnings is very significant.

**We'll All Be Losers**

The President of Simon Fraser University, Dr. Pedersen, wrote recently:

> "I would like to point out that the losers in this budget squeeze are not just the students, faculty and staff...
> The people of this province and this country will eventually be the major losers.
> We need educated people to meet the new technological and social challenges of today and tomorrow. Without these people, our social and economic climate will be even more turbulent in the future than it is today."

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# Alberta

A decade ago, the Government of Alberta received the report of the Commission on Educational Planning. Entitling its report *A Choice of Futures*, the Commission was charged to investigate alternatives in the field of education. The Commission believed that "the future of education is both vital and negotiable." A decade later, in 1982, there is growing concern that the choices selected in fact have narrowed future options, or at the very least that visionary choices have yet to be made.

The university system in Alberta is at a crossroads. The choices facing the system reflect the pattern of the limited funding of the universities which has developed in this province. While revenues generated by resource exploitation provide the people of Alberta with a unique opportunity to choose their future, the quality of a first-class university system is threatened as academic and support programs are curtailed and as faculty and research positions are cut. President Myer Horowitz of the University of Alberta has said: "I am very, very fearful as to what is happening to the basic operation of this University and to the other universities." And yet there are no signs that the Government of Alberta is prepared to embrace opportunity by investing in the human resource needs of Albertans.

Alberta's post-secondary educational system includes four universities each serving unique academic and practical needs within the province. The University of Alberta in Edmonton and the University of Calgary both offer a wide range of undergraduate, graduate and professional programs. The University of Lethbridge stresses undergraduate studies; Athabasca University specializes in distance education. Enrolment at the four universities increased through the 1970's with total enrolment exceeding 37,000 in 1980-81.

Alberta's Department of Advanced Education and Manpower has provided uneven growth in the funding of Alberta's universities in recent years. By and large the government has been reluctant to give adequate funding for the general operation of Alberta's universities and has preferred to concentrate on more glamorous particular problems without full support for overhead costs. This failure over the years to maintain adequate core funding has resulted in persistent shortages of key faculty at the University of Calgary. This year the lowest grant by far went to the University of Alberta which has approximately half the students in the system. The government seems committed to reducing access to the universities just at the time a survey indicates that the people of Alberta want more access.

The Government of Alberta has indeed instituted special targeted grants. For example, when the government's manpower planning branch becomes convinced of the need for a new program, funds are made available for that purpose. A case in point is the commitment to double the number of places for the training of nurses. The government also provided a generous gift for library acquisitions, but this funding program will not be renewed and therefore must be absorbed if at all by the already diminished resources of the universities by internal allocative processes.

The government speaks of the develop-

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ment of a research strategy to spearhead provincial economic development. For example, there is a high-profile program of research funding in medical science. The declared goal is to place Alberta at the forefront of world-scale medical research. However, achievement of this goal (and others like it) is far less likely when core areas in basic sciences do not receive equal attention in funding appropriations.

Despite such isolated positive steps, there remains lacking any evidence of a clear overall plan for the future of Alberta's universities. Many observers believe that there is lacking an understanding of the place of basic research in the activities of a university and, conversely, of the place of universities in developing research-based industrial initiatives.

The net effect is a university system experiencing staff position cuts (e.g. 50 academic positions cut at the University of Alberta in the past 4 years), where section sizes are getting larger, where more and more faculties are forced to impose quotas restricting accessibility — in short, a university system which fits into the pattern of other Canadian provinces. The core of the university is eroding at the same time as new research thrusts and programs are being added to the periphery. More and more, it is becoming clear that new programs will not grow successfully without the maintenance and enhancement of core programs.

The woes of Alberta's universities are not all expressed in dollars and cents. Athabasca University continues to prepare for its physical removal from Edmonton to the town of Athabasca. Far more ominous are certain provisions of the Universities Amendment Act, 1981, passed but not yet proclaimed, whereby Boards won the unilateral right to designate individual employees and categories of employees as academic staff members. While the new legislation recognizes by name the various associations of faculty at each of Alberta's universities, the legislation lists only three provisions which must be addressed in agreements between boards and faculty associations: establishment of salary schedules; procedures respecting the settlement of differences; and procedures respecting the negotiation of future agreements. Such a limited mandatory list opens the door for future tensions between boards and faculty associations in Alberta, especially because not all existing agreements (recognized by the legislation) include provisions governing terms of employment, assignment of duties, terms of leave, copyright, patent matters and grievance.

The recent report of the Committee on the Future Role of Universities in Ontario advocated a funding scenario adequate to meet the costs of inflation and staff career advancement, plus certain capital provisions. While the Committee opposed catch-up funding, it justified its advocacy of at least "a modest rate of real growth in funding" in terms of "Ontario's critical need for economic and social development."

The need is no less apparent in Alberta. Either the commitment to the development of research and high-technology industry is combined with sufficient support for the core programs of the universities so that both may flourish in harmony, or systematic underfunding will reduce the university system in Alberta to a mediocrity. A system marked by excellence is possible; the people of Alberta have the choice.

# Saskatchewan

In December 1981, the Saskatchewan Association of University Teachers presented a brief on the provincial funding of universities to the Ministers of Education and Finance of the province. In January 1982, SAUT discussed the brief with the two ministers. We feel that the brief, its recommendations and its conclusions contain a view broadly supported by the academic communities in Regina and Saskatoon. Certainly the conclusions and recommendations contain the basis of a common position acceptable to administration, students and academic staff.

Following are the conclusions of the brief:

SAUT believes that Saskatchewan universities have suffered from a process of underfunding over the last ten years, a process which has become more pronounced in the last five. As a result, both the University of Saskatchewan and the University of Regina are in a precarious immediate position, and their long-term futures are bleak. Underfunding has not allowed our universities to undertake the necessary expansion of facilities and faculty, expansion which is *demanded* by increasing enrolments, changes in student composition and simply by the need to respond to demands by government, industry, and society in general.

University administrations have responded to underfunding by a series of defensive cost-cutting procedures which have attempted, in large part, to shield their teaching programs. The effects are evident: program and class discontinuation, decline in library holdings, old equipment, an inability to hire faculty in areas of high student demand, and decreasing research capabilities are a few of the most apparent. All of these result in a decreasingly attractive and useful education for Saskatchewan students, and in an inability of universities to fulfill effectively their public mandate.

If Saskatchewan universities are to act as places of learning, scholarship, innovation, research and guardianship of our cultural and social heritage, they must be granted sufficient resources.

This brief has reviewed both the federal and provincial contributions to the process of underfunding. SAUT is on record in its opposition to earlier federal government proposals to target reductions in EPF at universities. At this time, it also wants to state clearly its position with respect to the federal-provincial controversy over EPF and revenue guarantees. Universities nationally and provincially have borne the brunt of this controversy for too long. The record of underfunding and its consequences is clear. SAUT deplores both the evident tendency of the two levels of government to treat the other party as villain, and their actions of using universities and other vital programs as pawns in the debate, neglecting them in the process. SAUT fully intends to continue to press both levels of government to stop the process of underfunding and neglect and to come to terms immediately with the very grave financial problems confronting our universities.

SAUT does not believe that the government of Saskatchewan has deliberately set a policy of underfunding universities, but rather that it has underestimated the financial requirements of our universities, and that underfunding has merely become an established practice. Indeed, SAUT is at a loss to understand the rationale for this practice, having considered carefully data relevant to the most common explanations for the practice.

SAUT has prepared this brief in order to document the practice of underfunding, and its consequences. In order to reverse this seriously mistaken practice, the following recommendations are offered:

☐Provide restorative grants which allow both universities to reinstate their pre-underfunding/inflationary position with respect to personnel, equipment, library holdings, and teaching and research space.

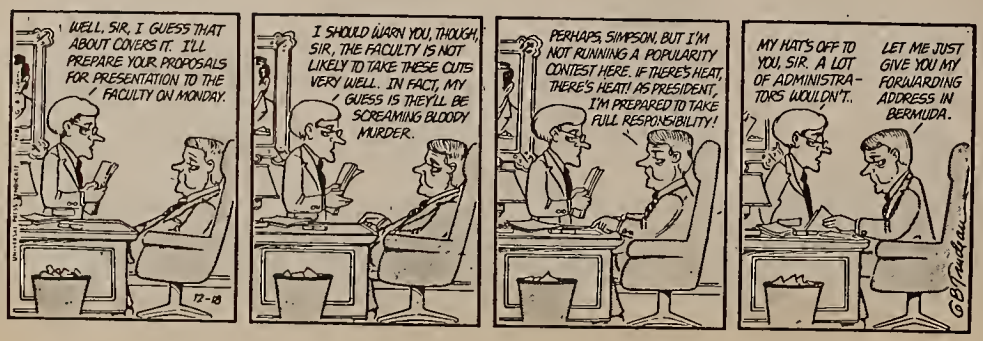
☐Provide annual grants which reflect true cost increases, rather than merely the CPI measure of the rate of inflation; grants which allow universities flexibility in planning and meeting the needs of a rapidly changing society.

☐Consult with the federal government and other interested parties without delay, and with serious intent to successfully resolve the problems raised for universities by the issues of EPF and revenue guarantee. Successful resolution will require the coordinated development of a policy which recognizes current and predicted resources needs of universities, both at national and regional levels.

☐Review the mandate, policy and practice of the Saskatchewan Universities Commission, in the light of the serious financial problems confronted by Saskatchewan universities during the tenure of the Commission.

**Saskatchewan Total Operating and Capital Expenditure on University Education and the Budget for the Period 1960-61 to 1977-78**

| Year | Total Expenditure on Univ. Education $000 | % growth in Univ. Expenditure over previous year | Provincial Budget $ | % growth in Budget over previous year | Total Expenditure as % of Budget |
|---|---|---|---|---|---|
| 1960-61 | 9,839 | — | 147,471,007 | — | 6.67 |
| 1961-62 | 11,506 | 16.94 | 152,342,749 | 3.30 | 7.55 |
| 1962-63 | 15,555 | 35.19 | 185,500,416 | 21.76 | 8.38 |
| 1963-64 | 19,391 | 24.65 | 197,737,215 | 6.60 | 9.80 |
| 1964-65 | 25,332 | 30.64 | 221,089,516 | 11.81 | 11.45 |
| 1965-66 | 32,083 | 26.65 | 243,859,825 | 10.80 | 13.15 |
| 1966-67 | 40,657 | 26.72 | 283,932,341 | 16.43 | 14.31 |
| 1967-68 | 46,446 | 14.24 | 311,339,863 | 9.65 | 14.91 |
| 1968-69 | 55,679 | 19.88 | 344,155,899 | 10.54 | 16.17 |
| 1969-70 | 57,767 | 3.75 | 362,145,012 | 5.23 | 15.95 |
| 1970-71 | 58,097 | 0.57 | 404,734,906 | 11.76 | 14.35 |
| 1971-72 | 65,015 | 11.91 | 461,240,513 | 13.96 | 14.09 |
| 1972-73 | 63,914 | -1.69 | 629,369,183 | 36.45 | 10.15 |
| 1973-74 | 68,091 | 6.54 | 787,388,655 | 25.11 | 8.64 |
| 1974-75 | 76,602 | 12.50 | 965,868,779 | 22.67 | 7.93 |
| 1975-76 | 93,735 | 22.37 | 1,170,710,072 | 21.21 | 8.01 |
| 1976-77 | 106,383 | 13.49 | 1,399,859,181 | 19.57 | 7.60 |
| 1977-78 | 116,140 | 9.17 | 1,540,588,010 | 10.05 | 7.54 |
| 1978-79 | not available | — | 1,739,759,645 | 12.93 | — |


WELL, SIR, I GUESS THAT ABOUT COVERS IT. I'LL PREPARE YOUR PROPOSALS FOR PRESENTATION TO THE FACULTY ON MONDAY.
I SHOULD WARN YOU, THOUGH, SIR, THE FACULTY IS NOT LIKELY TO TAKE THESE CUTS VERY WELL. IN FACT, MY GUESS IS THEY'LL BE SCREAMING BLOODY MURDER.
PERHAPS, SIMPSON, BUT I'M NOT RUNNING A POPULARITY CONTEST HERE. IF THERE'S HEAT, THERE'S HEAT! AS PRESIDENT, I'M PREPARED TO TAKE FULL RESPONSIBILITY!
MY HAT'S OFF TO YOU, SIR. A LOT OF ADMINISTRATORS WOULDN'T..
LET ME JUST GIVE YOU MY FORWARDING ADDRESS IN BERMUDA.

# Manitoba

Policies of "acute fiscal restraint" launched by Manitoba's Progressive Conservative government between 1977 and 1980, which earned a protest resolution from CAUT Council in 1977, have given the province the dubious distinction of being the leader in national underfunding. As a result, Manitoba's 1,500 faculty face demoralization as their efforts to teach and do research are increasingly hampered by an unending series of major and petty problems.

Brandon University, Manitoba's smallest, provides a clear picture of the problem. The library acquisition budget has increased by only $5,000 in the last four years; as a result, acquisitions have been reduced by half. Over the same period, the administration, in order to recruit more students — and gain new government grants — has poured money into athletics and recruiting which have increased by over 75% in costs, while academic expenses have increased by only 27%. As a result, Brandon's faculty spends increasing amounts of time battling for scarce resources — department against department, faculty against faculty, and administration against the academic staff. Scientific equipment is aging and cannot be replaced. Expanding areas are starved for funds and staff turnover is high because of heavy workloads.

Successful recruiting has presented the University of Winnipeg with similar problems because government grants have not kept up. The University suffers one of the worst staff/student ratios in Canada, while faculty salaries, which were edging up towards the national median, have now crashed back to near bottom level. Thousands of light bulbs have been removed to save energy costs, secretarial and other support services are in desperately short supply, printing services have been cut back drastically, and shortages of essential materials such as exam booklets have occurred.

The chemistry department has been forced to re-design experiments using cheaper materials, and scientific equipment throughout the institution, while being carefully maintained, will soon need replacing. Funds to correct a dangerous toxic chemical problem could only be procured when the students took the issue to the newspapers.

Members of smaller departments routinely teach extra courses and tutorials without compensation in order to keep programs going.

Research funds have scarcely increased in recent years and are quickly spent at the start of the fiscal year. Library acquisitions have fallen sharply in recent years and according to library projections will be cut in half in the next five years. The professional staff is too small to provide reference assistance during the evenings and weekends, despite a large continuing education program. The library also suffers from a shortage of shelf and storage space as the tenth anniversary of its new quarters nears — a reminder that building cheap creates long-term problems.

While the University of Manitoba may appear a "fat cat" to the province's smaller schools, its problems are so serious that *Maclean's* featured it in its November article on "The Crisis in the Universities". The Earth Science Building's roof leaks. Students use 40-year old microscopes and 80-year-old rock samples. Money is lacking to buy new books and hire teaching assistants. If anything, the situation has worsened since November. For example, biologists had to stand aside in helpless ignorance during the clean-up of a vinyl chloride spill at MacGregor, Manitoba because the library had stopped subscribing to key technical journals. The zoology department had to cancel courses because of equipment deficiencies.

Like Manitoba and Brandon, Winnipeg finds its costs rising faster than its income and must make up the difference by cutting staff, cutting services, and underpaying its employees. New programs throughout the province can only be financed from within at the expense of existing programs which are already starved for funds. If there was ever any fat in the system, it is long gone. Underfunding cuts through to the bone and threatens the quality of education.

MOFA and CAUT have met with the new NDP government. Everyone hopes that it will begin the road back.

# Ontario

It has been almost two years since the presidents of Ontario universities persuaded the Province that there was a major crisis in higher education engendered by the government's own funding policies. Pointing to a funding pattern that has resulted in university operating grants falling by almost 17% in real dollars over the last ten years, the presidents argued that the objectives of the university system could no longer be met within such financial constraints, and that government should examine the policy objectives for the system in detail, with particular reference to "meeting the challenge of the 80's."

Government's response was to strike a special committee, composed of members of the government advisory council, university presidents, and senior civil servants, to report on the future roles of the institutions. The committee met for the best part of a year, issuing a preliminary report early in 1981, and following it with public hearings in the Spring. The final report came out in August, 1981.

Its findings were not surprising and confirmed what the government's regular advisory council, OCUA, had told it a year earlier — the system was on the brink of financial and academic disaster. The special committee said without funding to match inflation, and without additional funds to provide for faculty and staff advancement, and without special funds to replace equipment and furniture, there would have to be immediate moves to restructure the system.

The restructured system would have fewer institutions and the character of the remaining universities would have to be changed to meet "differentiated" roles, with universities probably grouped into a hierarchy of feeder, intermediate, and national-class operations.

Government's response was to create a special group of civil servants to look at the committee's report, in conjunction with reports on polytechnic education, continuing education, highly skilled personnel, community colleges, and grade 13. Since August of 1981 the university system has been waiting for some sign that someone is listening.

In January the advisory council issued its annual financial analysis of the system. Over four years, government spending declined in real dollars (adjusted for inflation) by almost 5%; a twenty percent grants declined by almost 13%. In order for Ontario universities to be funded at the average level of the other nine provinces, an extra $197 million would have been needed in 1979-80 alone. Expenditures on equipment and furniture declined, again in real terms, by 23% over the last five years, and library expenditures by 35%.

In late January OCUFA officials, local association presidents from across Ontario, and salary chairmen from the associations met with Premier Davis and Betty Stephenson, Minister of Colleges and Universities. Despite two hours of intense pressure, the government representatives would not commit to any long-term guidelines for the universities. Sources report that this year's funding for the universities was the subject of intense debate in cabinet, with the final figures settled only hours before the official announcement.

On February 18 the university presidents and chairmen of Boards of Governors met the Premier and Minister. They were given a funding level, a 12.2% increase in tuition fees for next year, a major increase in fees for new visa students, but still no response on the future. The spokesman for the university presidents, George Connell of Western, said that there is one piece of major unfinished business between government and university — the response to the report on the future roles. They will continue pressing for an answer, he said.

OCUFA's view is that government probably has no intention of responding directly on universities' future roles. The tactic will probably be to shift the burden of decision-making even more heavily onto the institutions. Muddling through the crisis, government will try to find a "third way" (neither adequate funding nor major restructuring). The Minister, Dr. Stephenson, signalled this by delivering stern warnings on deficits when she announced 1982-83 funding. Deficits, she said, would have to be controlled and eliminated. If universities incur unmanageable financial problems, then she would consider weapons such as automatic suspension of charters, dissolution of Boards, government trusteeships, and the possible suspension of collective agreements and tenure.

If the funding policies of the Ontario government do not change, then inevitably some institution is going to find itself in grave financial difficulties. Inevitably government will have to act to make good its threats. The university scene in Ontario promises to be stormy for some time to come.

Reprinted from The Varsity

**Ontario Total Operating and Capital Expenditura on Universtty Education and tha Budgat for tha Parlod 1950-51 to 1977-78**

| Year | Total Expenditure on Univ. Education | % growth in Univ. Expenditure over previous year | Provincial Budget | % growth in Budget over previous year | Total Expenditure as % of Budget |
|---|---|---|---|---|---|
| | $000 | | $ | | |
| 1950-51 | 18,642 | — | 259,031,206 | — | 3.83 |
| 1955-56 | 33,199 | 78.09 | 443,082,466 | 71.05 | 4.20 |
| 1959-60 | 86,431 | 160.34 | 740,917,473 | 67.22 | 11.66 |
| 1960-61 | 98,213 | 13.63 | 776,586,845 | 4.81 | 12.64 |
| 1961-62 | 101,190 | 3.03 | 863,744,235 | 11.22 | 11.71 |
| 1962-63 | 116,131 | 14.77 | 1,039,125,097 | 20.30 | 11.17 |
| 1963-64 | 152,789 | 31.55 | 1,129,121,019 | 8.66 | 13.52 |
| 1964-65 | 207,197 | 35.63 | 1,290,850,519 | 14.32 | 16.05 |
| 1965-66 | 265,576 | 28.18 | 1,515,107,847 | 17.37 | 17.52 |
| 1966-67 | 382,442 | 36.47 | 1,931,495,594 | 27.48 | 18.76 |
| 1967-68 | 450,502 | 24.30 | 2,553,917,556 | 32.22 | 17.63 |
| 1968-69 | 557,902 | 23.84 | 3,115,879,688 | 22.00 | 17.90 |
| 1969-70 | 637,060 | 14.19 | 3,718,493,289 | 19.35 | 17.13 |
| 1970-71 | 724,360 | 13.70 | 4,510,910,178 | 21.30 | 16.05 |
| 1971-72 | 742,917 | 2.48 | 5,223,004,022 | 15.70 | 14.22 |
| 1972-73 | 724,001 | -0.25 | 6,480,342,060 | 24.07 | 11.17 |
| 1973-74 | 787,981 | 8.84 | 7,301,861,699 | 12.68 | 10.79 |
| 1974-75 | 812,843 | 3.13 | 8,821,609,717 | 20.81 | 9.21 |
| 1975-76 | 910,642 | 12.06 | 10,632,241,331 | 20.52 | 8.56 |
| 1976-77 | 1,010,203 | 10.93 | 11,921,237,211 | 12.12 | 8.47 |
| 1977-78 | 1,111,663 | 10.04 | 13,129,483,713 | 10.14 | 8.47 |
| 1978-79 | not available | — | 13,912,508,267 | 5.96 | — |
| 1979-80 | not available | — | 15,345,865,505 | 10.30 | — |

# Québec

**par Michel Croteau**

Au cours des quatre dernières années, les universités québécoises ont commencé à se ressentir de la difficile conjoncture économique. Ce qui, toutefois, semblait n'être qu'une mauvaise étape à passer apparaît aujourd'hui comme le prélude à des années d'une rigueur budgétaire insoupçonnée.

Le système d'éducation, enfant chéri du Québec durant 15 ans, considéré comme un secteur moteur du développement de la société française d'Amérique, ressent particulièrement les conséquences du resserrement économique...

Les universités encore plus.

Avant même que la chute de la natalité ne se répercute sur les clientèles universitaires, le gouvernement fait porter au réseau des universités la plus large part des compressions: près de 50% des restrictions financières de l'Education son imputées aux universités en 1981-1982.

Les établissements d'enseignement supérieur ont déjà réduit leurs dépenses d'environ 85 M $ de 1976-1977 à 1980-1981. En 1981-1982, de nouvelles restrictions obligent les universités à couper près de 100 M $ dans leurs frais.

En dollars constants de 1981, les subventions gouvernementales devraient décliner d'environ 100 M $ d'ici 1984-1985, passant de 848 M $ en 1980-1981 à 741 M $. Une diminution de 12.6% répartie sur quatre ans.

En 30 années d'aide gouvernementale, les universités québécoises n'avaient pas fait face à une situation aussi difficile. L'automne dernier, le Conseil supérieur de l'éducation affirmait que dans le contexte budgétaire actuel, l'ensemble des objectifs de l'université québécoise était compromis.

**Histoire**

L'intervention régulière du gouvernement québécois en faveur des universités date du début des années 50. Pour contrer les velléités fédérales en matière d'enseignement supérieur, le gouvernement Duplessis décida en 1952 de verser aux universités une subvention égale aux montants promis par Ottawa, si les établissements refusaient l'aide fédérale. Entre 1952 et 1960, l'aide québécoise était multipliée par 15 et les effectifs triplaient.

Entre 1960 et 1968, l'Etat québécois comblait les déficits de fonctionnement des établissements majorant substantiellement les crédits en raison d'une forte augmentation de la population étudiante.

Les formules ont varié jusqu'à aujourd'hui, mais la générosité gouvernementale ne s'est jamais démentie, sauf au cours des dernières années. Avec l'augmentation des enveloppes, toutefois, l'Etat s'est donné un droit de regard de plus en plus grand sur l'utilisation des fonds.

En novembre, lors de ses ateliers de travail, le ministre de l'Education a avancé de nouveaux mécanismes de répartition des subventions qui, de l'avis des personnes concernées, recteurs et professeurs surtout, constituerait un coup d'Etat au profit du ministère et du ministre de l'Education. On a dit que le gouvernement voulait, à toutes fins utiles, créer un seul réseau universitaire au Québec, un réseau d'Etat.

Le ministère a par ailleurs accusé la "productivité" universitaire et, partant, les salaires ainsi que le charge de travail des professeurs.

**Faillites**

Pendant ce temps, les administrations universitaires tentaient de joindre les deux bouts et de préparer à l'intention du gouvernement un plan d'équilibre budgétaire pour les prochaines années. Ces prévisions doivent se faire sur la base de subventions qui seront réduites de 3.5% en 1982-1983 et de 2.1% pour 1983-1984 ainsi que pour 1984-1985.

Dans toutes les universités, les plans de compressions des dépenses ont été renforcés. La totalité des universités ne remplacent plus leur personnel, sauf exceptions rares. Les heures d'ouverture des bibliothèques et autres services "académiques" sont réduites, le personnel de soutien devient plus rare, on diminue le nombre de téléphones, on restreint l'utilisation de la photocopie, on réévalue les programmes. L'inventaire des cours éliminés n'a pas été fait, mais presque tous les programmes d'étude son remis en question d'une façon ou d'une autre. L'insécurité croît chez le personnel et chez les étudiants.

Entre 1971-1972 et 1978-1979, les effectifs équivalents plein-temps de professeurs-chercheurs a progressé de 21%, ceux de la direction de 17%, ceux du groupe des professionnels-administrateurs de 50%, alors que le nombre des auxiliaires d'enseignement et de recherche subissait une baisse de 380%

Pour pallier un manque à gagner qui s'annonce pour l'an prochain, les administrations de l'Université de Montréal et de l'Université de Sherbrooke ont annoncé la mise à pied, en mai, de plus de 100 professeurs en probation. Les compressions budgétaires sont telles que les universités ne peuvent plus compter sur les départs normaux pour boucler les fins de mois. Depuis quelques années, les chargés de cours ont fait une entrée massive dans les salles de cours, les administrateurs préférant ce personnel temporaire aux engagements à long terme que représentent les professeurs réguliers.

En dépit de ces coupures, les universités craignent de ne pouvoir se rendre aux demandes gouvernementales. Depuis le mois de novembre, l'Université du Québec à Montréal est en "faillite technique" et l'administration résiste actuellement à une contrainte visant à limiter les inscriptions pour l'année 1982-1983. Le contingentement a été levé l'hiver dernier sous la promesse d'une aide accrue de l'Etat. La promesse tient toujours, mais tarde tellement à venir que la direction de l'Université devrait semble-t-il réduire son accessibilité.

L'Université de Sherbrooke, qui souhaite que son personnel renonce à une partie des augmentations de salaires au cours des prochaines années, évoque aussi la possibilité d'une faillite technique.

**Conjoncture**

Outre la situation économique difficile dans laquelle se débattent tous les pays, le gouvernement québécois affirme que l'effort collectif à l'égard des universités a été suffisant pour permettre au Québec de rattraper l'Ontario. Une guerre de chiffres est engagée entre l'Etat et le milieu universitaire pour déterminer le degré d'évolution du réseau universitaire québécois par rapport à l'Ontario et mesurer la situation relative de la productivité, des salaires et des charges de travail.

Ce débat se complique quand on tient compte des groupes d'âge visés, du type de formation, de la nature des deux systèmes, des retards du Québec en cette matière, de la richesse relative des provinces...

L'avenir est assombri aussi par les intentions annoncées du gouvernement fédéral de modifier les accords fiscaux dont une partie importante des retombées va à l'enseignement supérieur.

*Michel Croteau est un agent d'information de la FAPUQ.*

# New Brunswick

**by Allayne Armstrong**

The universities of New Brunswick have been under economic seige throughout their history. Unlike many universities in the western provinces, which developed in response to economic needs, the universities of New Brunswick were founded to provide a strong cultural background for the ruling elites of the province's two founding peoples, the Loyalists and the Acadians.

The first academy in the Maritime provinces, at that time the most culturally advanced region of British North America, was established in Fredericton by Anglican Loyalists in 1785, later to become the non-denominational University of New Brunswick. Wesleyan Methodists founded Mount Allison Wesleyan College in Sackville in 1843, and Basilian Fathers founded St. Thomas College in Chatham in 1910. The first Acadian university in the Maritimes, Collége Saint-Joseph, was founded by the Holy Cross Order in Memramcook in 1864. In 1899 the Eudist Order founded Collége Sacré-Coeur in Caraquet, later transferred to Bathurst, and in 1947 it established Collège Saint-Louis in Edmundston.

Suivant l'exemple des colléges classiques européens, les universités du Nouveau-Brunswick ajoutérent peu à peu à leurs programmes d'étude l'algébre et la géométrie, la littérature et la composition, les langues modernes et les sciences naturelles. Vers les années 1850, la population indigène reconnaissait la valeur économique et culturelle de l'enseignement supérieur et éprouvait le sentiment que l'University of New Brunswick, l'université provinciale, ne répondait pas complètement aux besoins provinciaux. Ceci empressa l'établissement en 1854 de la première commission d'enquête Royale sur l'éducation post-secondaire au Nouveau-Brunswick, la Commission Gray. Il fût décidé que l'éducation au Nouveau-Brunswick serait mieux dévelopée à travers un systéme unifié formant un ensemble de tous les niveaux d'instruction et que l'University of New Brunswick serait la seule université capable d'accorder des degrés universitaires. De plus, il fût recommandé d'abolir complétement les affiliations religieuses des universités et d'obtention de fonds supplémentaires du gouvernement pour l'addition de cours en génie civil, en arpentage, en agriculture, en commerce et en navigation, dans un essai de rendre l'université plus responsable afin de desservir mieux les besoins de la province.

Unfortunately, New Brunswick never benefited from these recommendations. The government of the day was not farsighted as the Royal Commissioners, and did not allocate sufficient funds for curriculum changes to be introduced. Not until 1889 were science courses added at the university of New Brunswick, followed by courses in civil and electrical engineering in 1899, and by scientific forestry in 1908. Science courses were established at Mount Allison University in 1875, and engineering in 1903. The province also continued to confer degree-granted privileges to various religious denominations and orders. But at no time in this period did the government ever show effective and practical leadership in the area of higher education. As a result, the universities of New Brunswick were forced to survive as best they could under pressures of limited population and sparse resources through the dedicated support of individuals and the churches.

Manquant à la base d'éducation afin de continuer à croître rapidement avec le développement technologies et l'économie à la fin du 19ième siécle, l'économie du Nouveau-Brunswick s'est restreinte trop longtemps à des pratiques traditionnelles qui devinrent démodées, et ont laissé la province dans une position désavantagée économiquement et dont elle se ressent encore aujourd'hui. Des décisions mal prises dans l'administration, les buts et fonds pour l'éducation post-secondaire par les gouvernements dans la période de 1854 jusqu'à environ 1880 sont directement impli-

**New Brunswick Total Operating and Capital Expenditure on University Education and the Budget for the Period 1960-61 to 1977-78**

| Year | Total Expenditure on Univ. Education $000 | % growth in Univ. Expenditure over previous year | Provincial Budget $ | % growth in Budget over previous year | Total Expenditure as % of Budget |
|---|---|---|---|---|---|
| 1960-61 | 6,613 | — | 94,794,768 | — | 6.97 |
| 1961-62 | 7,157 | 8.23 | 103,517,553 | 9.20 | 6.91 |
| 1962-63 | 8,614 | 20.36 | 112,765,255 | 8.93 | 7.63 |
| 1963-64 | 10,407 | 20.81 | 125,519,971 | 11.31 | 8.29 |
| 1964-65 | 15,526 | 49.19 | 132,252,653 | 5.36 | 11.73 |
| 1965-66 | 19,051 | 22.70 | 146,437,988 | 10.73 | 13.00 |
| 1966-67 | 25,927 | 36.09 | 180,682,671 | 23.39 | 14.34 |
| 1967-68 | 31,798 | 22.64 | 263,659,943 | 46.03 | 12.05 |
| 1968-69 | 30,789 | -3.23 | 268,686,948 | 8.65 | 10.73 |
| 1969-70 | 38,408 | 24.83 | 325,146,322 | 13.41 | 11.81 |
| 1970-71 | 36,554 | -4.83 | 393,331,927 | 20.97 | 9.29 |
| 1971-72 | 38,448 | 5.30 | 447,612,220 | 13.80 | 8.14 |
| 1972-73 | 39,620 | 8.71 | 509,917,557 | 13.92 | 7.78 |
| 1973-74 | 43,927 | 10.87 | 578,679,204 | 13.48 | 7.59 |
| 1974-75 | 55,773 | 28.97 | 685,209,458 | 18.41 | 8.14 |
| 1975-76 | 89,811 | 24.81 | 866,028,572 | 26.39 | 8.04 |
| 1976-77 | 68,050 | 2.29 | 985,977,910 | 13.84 | 6.90 |
| 1977-78 | 66,142 | 2.68 | 1,086,747,213 | 10.23 | 6.09 |
| 1978-79 | not available | — | 1,198,129,445 | 10.25 | — |

"(The student) profits by an intellectual tradition, which is independent of particular teachers, which guides him in his choice of subjects, and duly interprets for him those which he chooses. He apprehends the great outlines of knowledge, the principles on which it rests, the scale of its parts, its lights and shades, its great points and its little, as he otherwise cannot apprehend them. Hence it is that is education is called 'Liberal'. A habit of mind is formed which lasts through life. . ."

Henry, Cardinal Newman, *The Idea of a University*.

quées dans l'état économique du Nouveau-Brunswick d'aujourd'hui.

Historically, the universities of New Brunswick have received very little support from the provincial government. The church-affiliated institutions received no public funds whatever until 1951, and even the provincial University of New Brunswick has received very limited assistance from the province throughout its history.

Like other Maritime universities, the universities of New Brunswick were kept alive after the Second World War only with grants from the federal government. Operating with insufficient funds, they entered the post-war period of rapid growth with large debts and inadequate facilities. They did experience a substantial but temporary expansion when the federal government introduced returned veterans grants just after the war, but enrolments declined again in the early 50s. A period of rapid and major growth occurred in the two decades from the mid-1950s to the mid-1970s, as it did in the rest of Canada. But despite this trend, Maritime universities have never quite caught up to those in the rest of Canada in terms of facilities and faculty salaries. The economic underdevelopment of the region is still reflected in the slower rate of educational development.

Vers le début des années soixante, avec la croissance rapide des inscriptions universitaires, surtout parmi la population acadienne, le coût élevé de l'enseignement supérieur et la haute demande pour une main-d'oeuvre spécialisée afin de rencontrer les besoins apportés par les changements économiques de la province, les universités du Nouveau-Brunswick connurent de sérieux problèmes. En 1962, la second Commission Royale sur l'éducation post-secondaire au Nouveau-Brunswick, la commission d'enquête Deutsch, recommanda une restructuration complète de l'enseignement supérieur dans la province ainsi qu'une organisation binaire; un secteur pour la population anglophone et un secteur pour la population francophone. Et ceci plaça clairement la responsibilité du financement, décisions administratives et assura l'opportunité égale pour l'éducation post-secondaire sur l'état.

Unlike the fate of the earlier Royal Commission, the government of the day rose to the challenge. In 1963, the three French universities and five affiliated colleges were incorporated into l'Université de Moncton with campuses at Moncton, Edmundston and Shippegan. The same year, the University of New Brunswick established a Saint John campus, and in 1965, St. Thomas University was transferred from Chatham to Fredericton in loose federation with the University of New Brunswick. From 1961-62 through to 1967-68, total government expenditures on universities increased by at least 20% in every year and by as much as 49% in 1964-65. The priority placed on higher education by the government of the day was evidenced by the fact that total expenditures on universities amounted to more than 14% of all provincial government expenditures in 1966-67.

Aujourd'hui, ce taux représente seulement un peu plus de 4,%. L'effet de ce sérieux déclin en priorité placé sur l'éducation post-secondaire par le gouvernment du Nouveau-Brunswick peut être vu de plusieurs façons. A l'Université du Nouveau-Brunswick par exemple, plus de 1700 périodiques ont été cancellés entre 1977-78 et 1979-80, aussi 1400 périodiques ayant une valeur au-delà de $105,000 ont été cancellés en septembre 1981 seulement. A l'Université de Mount-Allison, six départements de science n'ont aucun budget pour l'achat de livres, deux autres départements ont vu leur budget réduit et d'autres ont un budget fixé au niveau de l'an dernier.

A l'Université de St. Thomas, plusieurs professeurs ont leur bureau au sous-sol, et il n'y aucune salle d'étude disponible pour les 800 étudiants à plein-temps, les 200 étudiants à temps-partiel. Au campus de Saint-Jean, même la salle à diner des professeurs est utilisée pour classe et la cafétéria qui peut accommoder 200 personnes doit servir 800 étudiants à plein-temps, 1200 étudiants à temps-partiel et 200 infirmières sur une heure fixe de diner. A l'Université de Moncton, 50 employés de soutien ont été mis à pied ces dernières deux années; à St. Thomas, seulement deux secrétaires à plein-temps travaillent pour 56 professeurs.

En 1979-80, les salaires des professeurs dans les universités du Nouveau-Brunswick à tous les niveaux étaient prés de $6,000 plus bas que la moyenne canadienne une différence de près de 20,0%. A l'Université de Mount Allison, la session d'été 1981 entière de cours avec crédits fut cancellée à cause du manque de fonds, et à l'Université du Nouveau-Brunswick, le programme des artistes en résidence qui date de 20 ans fut sauve-gardé au même niveau de fonds que l'an 80-81, sans assurance de maintenir ce niveau de support pour l'an prochain.

The rapid expansion of government expenditures on the universities of New Brunswick in the 1960s was necessary in order to recover from years of neglect. Essentially the entire infrastructure for a modern university system to meet equally the needs of New Brunswick's two founding peoples had to be built almost overnight. Who would have predicted that only fifteen years later, a combination of a decade of provincial government neglect and a short-sighted wish by the federal government to reduce its fiscal transfers to the provinces would threaten that infrastructure with collapse.

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A liberal education is a process of self-knowledge for the purpose of shared civility. It should foster a skepticism of the apocalyptic or coercive style, a tolerance for other beliefs and peoples, a passion for excellence and equity, a respect for the dignity of the individual. Such an education begins in Yale College but should not end here; it is not a product, freeze-dried and wrapped in a plastic bag, that you "get" by attendance in class or grades or by acts of faculty and trustees; it has nothing to do with credentials or accreditation or profession. A liberal education is a process, whereby we each make ourselves part of a commonality that respects the majesty and integrity of the individual talent. To engage the process you have only to embrace the proposition that by testing yourself against the new you will be made, by yourself, renewed.

A Bartlett Giamatti, President of Yale, "The Apocalyptic Style," *The University and the Public Interest*, 1981.

# Nova Scotia

Nova Scotia, so local legend has it, has more universities per unit of population than any North American jurisdiction, save possibly Massachusetts. As proud as Nova Scotians are of their tradition of placing a high value on education, there is now a serious concern that measures may be taken by the provincial government, prompted exclusively by financial and not by educational considerations, to change the nature of the Nova Scotia system of post-secondary education. The most recent Government statement on the matter is this passage from a February 16, 1982 letter from Education Minister Terence Donahoe to NSCUFA President Vic Catano:

> I must point out that we in Nova Scotia will find it difficult to find the funds necessary to maintain the quality service offered by our institutions in view of the significant cut-backs being proposed by the federal government. It seems that all of us, the government of Canada, the Provinces and the Universities, will have to re-examine our priorities. The time may be past when continued funding of all existing programs is considered to be automatic. Clearly in the weeks and months ahead we shall have to give very serious thought to the problems of financing in post-secondary education that face us in this province and indeed throughout all of Canada.

The appearance of the language of zero-based budgeting is no surprise. It is agreed that economy is as important in education as in other areas of government expenditure. However, if this letter, along with some statements of the Premier, is to be taken as setting a time-table for decision-making there is cause for real concern. How thoroughly are the needs of students, faculty, and of the province to be examined in "the weeks and months ahead"?

The Premier, in an off-the-cuff remark, said last month that Nova Scotia has too many universities. The Council of Maritime Premiers at its meeting of February 9-10th could not agree whether to accept the MPHEC recommendation of a 14.75% increase in funding for 1982-83. Instead, each province decided to make its decision independently, and announce its funding level at some later date. None of this augurs well for post-secondary education in Nova Scotia.

What could be expected if there is reallocation of resources either within the provincial government budget, or within the system of post-secondary education, or both? Prior to that is the question of the most appropriate mechanism for deciding on any such reallocation.

The federal government has rejected the CAUT proposal of a Royal Commission, and it is clear that policies and finance will be worked out first in negotiations among Ministers of Finance, and then later between the Secretary of State and Ministers of Education, either collectively or one by one. At the recent First Ministers Conference, Premier Blakeney of Saskatchewan observed that if there is a net loss in moneys available to provinces under revised EPF arrangements, some provinces would be able to pick up the slack, but if there is to be no national inquiry into the whole of the Canadian system of post-secondary education, how will decisions be made?

Clearly, if decisions are made province by province, there is the danger of the worst sort of fragmentation. This is likely to be an even more difficult problem if decisions are made *od hoc* by provincial governments. Here, for example, the Department of Education is very new to the problems of universities, and has a limited component of staff able to deal with them. Only open, broad consultation, and a considered review of the entire situation can possibly lead to any rational and acceptable results. Whether this could be done regionally is doubtful: the MPHEC has been very close over the years in its deliberations and it has been the object of severe recent criticism by the FNBFA and NSCUFA.

What of the reallocation itself? This could basically be of two types: reallocation simply aimed at saving tax dollars, or reallocation aimed at reshaping the system. The former is an approach long anticipated in Nova Scotia, ever since the 1974 *Report of the Royal Commission of Educotion, Public Services ond Provinciol-Municipol Relotions* emphasized university accountability over institutional autonomy, and pointed to the rationale of the existing system (i.e. the number and location of many of the institutions) as being more historical than logical. It is indeed obvious that with six degree-granting institutions in Halifax there is great scope for co-operation and co-ordination (e.g. in staffing, in library acquisition, in programmes, in course scheduling). And indeed to an extent that is now happening, with the institutions themselves taking some initiative in this. Economies are probably to be achieved, but the value of institutional autonomy has to be respected. If the process is to be accelerated or mandated by the provincial government, this will have to be done carefully, and upon full consultation as to expectations and guidelines. It cannot happen overnight. If there is to be a "University of Halifax," even just administratively, many Nova Scotians will want to have their views taken into account.

The second possibility is a redirection for the system based on a philosophy of direct responsibility of the universities to the economy. This is potentially much more serious for Nova Scotia. There are stray indicators that the provincial government is already looking over the same ground explored by David Dodge in his study *Lobour Morket Developments in the 1980's*. Last year the Department of Development here published its *Report of the Task Force on Reseorch and Technologicol Innovotion*, and the MPHEC recently issued a report called *Technologicol Innovotion: An Industriol Imperotive*. Both contain recommendations that the universities be looked to for a stronger direct contribution to the strengthening of the provincial economy through research assistance to industry, and the production of entrepreneurs.

# Prince Edward Island

The University of Prince Edward Island, like its sister universities in the Maritime Provinces, makes its budgetary requests to a coordinating body, the Maritime Provinces Higher Education Commission. This commission reports to the Council of Maritime Premiers (the premiers of New Brunswick, Nova Scotia, and Prince Edward Island).

Our university submitted a budget to the commission in the late summer of 1981 for funding for the academic year 1982-83. The commission collated our request with those of the other universities under its aegis and, using internal guidelines, prepared a submission for the Council of Maritime Premiers. This submission was made in early January, 1982.

Subsequently, the commission recommended that the three Maritime Provinces increase their funding to their universities by 12.9%, plus small percentage increases for specific items for selected universities. Since part of this 12.9% increase is enrolment-driven, UPEI estimated that the actual across-the-board increase would be in the order of 12.1%.

The president of UPEI, Peter Meincke, has made a submission directly to our provincial government and issued a press release pointing out that the actual increase needed for UPEI to continue its present program offerings is in the order of 20% for 1982-83. The provincial Minister of Education, Fred Driscoll, has responded by saying that, inasmuch as the provincial government has in past years accepted the recommendation of the commission with respect to funding increases, it is likely that it will do so again this year. Thus, our university is faced with a serious funding shortfall.

The reaction of the University of Prince Edward Island Faculty Association has been to suggest that the government of Prince Edward Island and the administration of the university sit down to consider whether or not Prince Edward Island should withdraw from the Maritime Provinces Higher Education Commission.

In light of the public statements of federal Finance Minister Allan MacEachen, and statistics on transfer payments made to P.E.I. by the federal government for higher education, the Association believes there should be no need for faculty cutbacks or salary increase rollbacks for the next academic year.

# Newfoundland

The long term effects of underfunding of the university in Newfoundland have to be viewed with the following conditions in mind:

- ☐ there is only one university in the province.
- ☐ the participation rate in post secondary education is one of the lowest in Canada.
- ☐ by the time the major thrust of university expansion was over in Canada, Memorial did not have the facilities usually associated witb a university of its size.

The limitation of funds cannot be justified on the grounds that there is sufficient provision of university services since we still have some way to go to an average participation rate and are experiencing an increasing enrollment. Furthermore, the amount of short fall between our facilities and the average university facilities has had important effects upon the academic life of the university as well as on those non-academic activities that enrich the university experience.

As is often the case with long term neglect the appearance belies the reality. There bas been a marked change on the St. John's campus in the last decade. There is a new Health Science Centre, whicb incorporates the Medical School of the university, a new building for Engineering as well as one for the School of Business. Just last month a new Library was opened. Most of the temporary buildings have gone, so now only a few academic departments are housed in them. A good deal of this change however, is not the result of adequate funding for the university.

The Health Science Centre is mainly a hospital so the funds for that are for health and not for education, the Medical School being a relatively small part of the university in terms of the number of students enrolled in its programmes. The Library and building for tbe School of Business were only put up with funds from the government which matched funds raised by the university. So, in order to obtain a library that was at all adequate for the size of the population it served, the university had to raise more than 7 million dollars from an appeal to the faculty, staff and public. While most of the temporary buildings have gone we still have a department housed in a separate building with absolutely no washroom facilities.

In spite of these capital expenditures the university still lacks reasonable accommodation for some large departments — Mathematics, Computer Science, Music, Philosophy. Furthermore the inadequacy of the operating grants to maintain what we already have, let alone take account of this expansion, can be seen in various places. Pools of water from leaking roofs that are not properly repaired from one year to another, slower and slower snow clearing in car parks, cold lecture rooms in which the heat is turned off for part of tbe day to save on energy costs.

Such indications of physical deterioration point to the poverty of the university. This poverty is directly reflected in academic matters as well. Science departments with outdated equipment; bumanities departments completely underserviced in terms of secretarial and clerical help; successive requests from tbe library to cut journal lists; real cuts in money for supplies to service a larger student population; a near freeze on hiring faculty to teach more students.

The effects of the underfunding are also seen in the salary and wages that the university has been able to pay its employees. The faculty have clearly lost ground in terms of their income in the last decade. Tbis relative decline is exacerbated by the fact that the Memorial faculty started from a relatively low base and they live in a city which has a very high cost of living and in a province with a very high level of taxation. This situation has now reached a point where it is difficult to hire faculty in those disciplines where there is a commercial market for their knowledge. It is just these areas in which the students are keen to get degrees because of the job opportunities.

The situation is even worse for secretaries, library assistants, technicians and all members of the university staff, since their wages are considerably less tban faculty salaries. And so with any little up turn in the local economy we lose good technicians and secretaries.

The Breau Committee's finding that there was no fat left to be cut from the universities has applied to Memorial for a number of years. The facts and figures to support such a contention are apparent. However, the most harmful outcome of underfunding may be less obvious. It may be that the real harm resulting from the underfunding does not lie in a failure to provide as good a university as might have been. Rather, it may be the implicit message that universities are not important enough to require proper support from public funds. And that the students of the future should look for a post secondary training rather than a post secondary education.

**Inscriptions . . . p. 8**

la diminution du *nombre total d'inscriptions* par rapport à la situation actuelle ne sera que de 3.2 p. 100, ce qui n'est pas très grave. En outre, dans cette projection n'interviennent pas les changements dans le taux de participation soit des étudiants à temps plein soit des étudiants à temps partiel.

L'on croit que la principale difficulté inhérente à un bon nombre de prévision sur le nombre d'inscriptions réside dans le fait que le nombre total d'inscriptions est directement fonction du nombre de citoyens du groupe d'âge de 18 à 24 ans, qui en diminuant entraîne une baisse de la population universitaire. Les faits rapportés dans le numéro du 27 octobre 1978 du *Times Higher Education Supplement*, provenant d'une étude d'un groupe de chercheurs de l'université de Bradford en Grande-Bretagne montrent que de tout temps il n'a jamais existé de rapport entre les variations au sein du groupe d'âge de 18 ans et la population étudiantine inscrite à temps plein à l'université en Grande-Bretagne, pour la période allant de 1900 à 1976. En outre, d'autres faits montrent que le nombre d'inscriptions d'étudiants américains en première année à l'université est en hausse de 13 p. 100 par rapport aux chiffres de l'année dernière, même si le nombre de citoyens du groupe d'âge de 18 à 24 ans a diminué, et cela est dû à l'inscription des étudiants plus âgés. *Le Chronicle of Higher Education* rapportait, le 4 mai 1981, qu'à l'heure actuelle un tiers des étudiants inscrits dans les universités et les collèges américains avaient plus de 25 ans. Les données recueillies par le Bureau du recensement américain montrent clairement que ce phénomène doit être lié à la scolarisation de plus en plus importante des femmes qui veulent ainsi favoriser leur promotion professionnelle.

Le nombre des inscriptions dépend aussi des mesures prises par les intéressés, notamment les universités, les gouvernements et le secteur privé. L'étudiant qui prend la décision de s'inscrire à l'université tient compte d'un certain nombre de facteurs — à savoir l'argent dont il ou elle dispose, le soutien familial, les perspectives d'emploi, son désir de faire des études ainsi que l'aide qu'il pourra éventuellement recevoir. Tous ces facteurs dépendent des mesures prises par d'autres groupes. Ainsi l'adoption d'un nouveau programme d'aide aux étudiants qui engloberait les étudiants à temps partiel, un nombre accru d'emplois d'été pour les étudiants, des frais de scolarité à la hausse ou à la baisse pourraient modifier le taux de participation des étudiants à temps plein et à temps partiel. Le taux de participation des étudiants canadiens n'est pas immuable ; pour le groupe d'âge de 20 à 24 ans, il est de l'ordre de 38 p. 100 au Canada, mais aux États-Unis, il est par contre de 56 p. 100 (données de 1976).

Une des principales conclusions qui se dégagent du rapport Fooi réside dans le nombre croissant d'étudiants à temps partiel. Une étude récente de Statistique Canada sur les étudiants diplômés de 76 montre que 50 p. 100 d'entre eux souhaitent reprendre leurs études universitaire en vue de suivre des cours spéciaux soit pour obtenir d'autres diplômes soit pour se recycler. Si une fraction de ces étudiants retournaient à l'université, cela ne manquerait pas d'influer considérablement sur le nombre d'inscriptions.

**Nova Scotia . . . p. 13**

The belief that the university system has a social role tied to the economy is not wrong. What can be misleading, however, is the assumption that this role is easily defined, or can be easily directed or predicted.

If the recommendations of the Dodge Report are acted on, without proper study, the following can be said:

- The overall quality of higher education in Nova Scotia will decrease. Nova Scotia's system is primarily geared to undergraduate education in arts and science. These areas would suffer the most in any reallocation.
- If Dalhousie University were one of the three of four major research universities in the country, its development would be at the expense of the quality of its undergraduate programs and those of other Nova Scotian universities.
- With a sudden change in priorities, Technical University of Nova Scotia would experience a rapid and unplanned growth which would in the short run adversely affect its ability to offer programs in demand at an acceptable level of quality.
- Graduate education at universities other than Dalhousie and TUNS would probably not be viable. Most likely these other institutions would lose their best faculty to the larger research centres.
- There would be an overall decline in the number of students entering undergraduate programs in the arts and sciences. Most likely there would be an insufficient number of students to maintain Acadia, Mount St. Vincent, St. Francis Xavier and Saint Mary's universities at their present level. Either all would contract or one would be lost.
- The smaller universities such as Ste. Anne and College of Cape Breton would have a marginal existence.
- The function and role of one or more of the current universities would change to reflect more of a community service role.
- The cultural and economic life of several Nova Scotian communities would be radically altered, in the negative.

# OUR UNIVERSITIES IN CRISIS

# WEEK OF CONCERN

## MARCH 24 - 31

## SUPPORT YOUR FACULTY ASSOCIATION CAMPAIGN

- ☐ INFORM THE PUBLIC, THE PRESS AND THE POLITICIANS OF WHAT IS HAPPENING TO POST-SECONDARY EDUCATION IN THIS COUNTRY
- ☐ PARTICIPATE IN LETTER-WRITING CAMPAIGNS, LOBBYING, DEMONSTRATIONS, LECTURES, PUBLIC MEETINGS
- ☐ RALLY SUPPORT FROM YOUR LOCAL COMMUNITY, FROM BUSINESS, FROM ALUMNI, FROM ELECTED REPRESENTATIVES

## IT'S YOUR UNIVERSITY
## IT'S CANADA'S FUTURE

# M.P.'s in university ridings

| University and Riding | M.P. and Party |
|---|---|
| ACADIA U.<br>(Annapolis Valley-Hants) | J. Patrick Nowlan, P.C. |
| ALBERTA U.<br>(Edmonton South) | Doug Roche, P.C. |
| ALGOMA U.C<br>(Sault Ste. Marie) | Maurice Foster, LIB. |
| ATHABASCA U.<br>(Edmonton West) | Marcel Lambert, P.C. The Hon. |
| BISHOP'S U.<br>(Sherbrooke) | Irénée Pelletier, LIB (Mr.) |
| BRANDON U.<br>(Brandon-Souris) | Walter Dinsdale, P.C. The Hon. |
| BRITISH COLUMBIA U.<br>(Vancouver Quandra) | Bill Clarke, P.C. |
| BROCK U.<br>(Welland) | Gilbert Parent, LIB |
| CALGARY U.<br>(Calgary West) | Jim Hawkes, P.C. |
| CALGARY U.<br>(Calgary Centre) | Harvie Andre (Dr.) P.C. |
| CALGARY U.<br>(Calgary North) | Bill Wright, P.C. |
| CAPE BRETON U.C.<br>(Cape Breton-The Sydneys) | Russell MacLellan, LIB |
| CARLETON U.<br>(Ottawa-Centre) | John Evans, LIB |
| CONCORDIA-LOYOLA U.<br>(Montréal Notre-Dame-de-Grace) | Warren Allmand, LIB. The Hon. |
| CONCORDIA-SIR GEORGE WILLIAMS U.<br>(Montréal St. Henri-Westmount) | Donald Johnston, LIB. The Hon. |
| DALHOUSIE U.<br>(Halifax) | Gerald Regan, LIB. The Hon. |
| FRAPPIER, INST. ARMAND<br>(Montréal Laval des Rapides) | Jeanne Sauvé, LIB The Hon. |
| GUELPH U.<br>(Guelph) | Jim Schroder, LIB |
| C.U. DE HEARST<br>(Cochrane) | Keith Penner, LIB |
| LAKEHEAD U.<br>(Thunder Bay Nipigon) | Jack Masters, LIB |
| LAURENTIAN U.<br>(Nickel Belt) | Judy Erola, LIB. The Hon. |
| LAVAL U.<br>(Louis-Hébert) | Dennis Dawson, LIB |
| LETHBRIDGE U.<br>(Lethbridge-Foothills) | Blaine Thacker, P.C. |
| MANITOBA U.<br>(Winnipeg-Fort Garry) | Lloyd Axworthy, LIB, The Hon. |
| McGILL U.<br>(Montréal-St. Jacques) | Jacques Guilbault, LIB |
| McGILL U.<br>(Montréal Vaudreuil) | Hal. Herbert, LIB |
| McGILL U.<br>(St. Henri-Westmount) | Donald Johnston, LIB, The Hon. |
| MEMORIAL U.<br>(St. John's East) | James A. McGrath, P.C. The Hon. |
| MONCTON U.<br>(Moncton) | Gary McCauley, LIB |
| MONTREAL U.<br>(Montreal-Outrement) | Marc Lalonde, LIB. The Hon. |
| MOUNT ALLISON UNIVERSITY<br>(Westmorland-Kent) | Roméo Leblanc, LIB. The Hon. |
| MOUNT ST. VINCENT U.<br>(Halifax West) | Howard Crosby, P.C. |
| NEW BRUNSWICK U.<br>(York-Sunbury) | Robert Howie, P.C. The Hon. |
| NIPISSING U. COLLEGE<br>(Nipissing) | J. J. Blais, LIB. The Hon. |
| N.S. COLLEGE OF ART & DESIGN<br>(Halifax) | Gerald Regan, LIB. The Hon. |
| NOTRE DAME U. OF NELSON<br>(Kootenay West) | Lyle Kristiansen, N.D.P. |
| N.S. TECHNICAL COLLEGE<br>(Halifax) | Gerald Regan, LIB. The Hon. |
| O.I.S.E.<br>(Spadina) | Dan Heap, N.D.P. |
| OTTAWA U.<br>(Ottawa-Vanier) | Jean-Robert Gauthier, LIB |
| POLYTECHINIQUE (A.P.E.P.)<br>(Montreal-Outremont) | Marc Lalonde, LIB. The Hon. |
| P.E.I. U.<br>(Hillsborough) | Thomas McMillan, P.C. |
| QUEEN'S U.<br>(Kingston & The Islands) | Flora MacDonald, P.C. The Hon. |
| REGINA U.<br>(Regina East) | Simon de Jong, N.D.P. |
| SAINTE-ANNE U.<br>(South West Nova) | Coline Campbell, LIB. Ms. |
| ST. BONIFACE COLLEGE<br>(St. Boniface) | Robert Bockstael, LIB |
| ST. FRANCIS XAVIER U.<br>(Cape Breton Highlands-Canso) | Allan J. MacEachen, LIB. The Hon. |
| ST. JOHN'S COLLEGE<br>(Winnipeg-Fort Garry) | Lloyd Axworthy, LIB. The Hon. |
| SAINT MARY'S U.<br>(Halifax) | Gerald Regan, LIB. The Hon. |
| ST. THOMAS U.<br>(York-Sunbury) | Robert Howie, P.C. The Hon. |
| SASKATCHEWAN U.<br>(Saskatoon East) | Father Bob Ogle, N.D.P. |
| SHERBROOKE U.<br>(Sherbrooke) | Irénée Pelletier, LIB (Mr.) |
| SIMON FRASER U.<br>(Burnaby) | S. J. Robinson, N.D.P. |
| TORONTO U.<br>(Spadina) | Dan Heap, N.D.P. |
| TRENT U.<br>(Peterborough) | Bill Domm, P.C. |
| VICTORIA U.<br>(Victoria) | Allan McKinnon, P.C. The Hon. |
| WATERLOO U.<br>(Waterloo) | Walter McLean, P.C. |
| WESTERN ONTARIO U.<br>(London West) | Jack Burchardt |
| WILFRID LAURIER U.<br>(Waterloo) | Walter McLean, P.C. |
| WINDSOR U.<br>(Windsor-West) | Herb Gray, LIB, The Hon. |
| WINNIPEG U.<br>(W. North Centre) | Stanley Knowles, NDP. The Hon. |
| YORK U.<br>(Toronto York Centre) | Bob Kaplan, LIB. The Hon. |
| ROYAL MILITARY COLLEGE<br>(Kingston & The Islands) | Flora MacDonald, P.C. The Hon. |
| COLLEGE MILITAIRE ROYAL<br>(St. Jean) | Paul-André Masse, LIB |
| ROYAL ROADS MILITARY COLLEGE<br>(Esquimalt-Saanich) | Don Munro, P.C. |